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LOS ALTOS GENERAL PLAN 1974

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LOS ALTOS GENERAL PLAN 1974

[Los Altos. City Council]
city planning Los Altos

✓ LIVINGSTON AND BLAYNEY, CITY AND REGIONAL PLANNERS

Gruen Gruen + Associates (Residents Opinion Survey)

February 5, 1974

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RESOLUTION NO. 74-4

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LOS ALTOS
ADOPTING DOCUMENTS ENTITLED "LOS ALTOS GENERAL PLAN 1974"

WHEREAS, the Planning Commission and the City Council have conducted careful studies and have held public hearings, and the Planning Commission has recommended to the City Council the adoption of the proposed General Plan for the City of Los Altos; and

WHEREAS, the City Council has carefully considered the General Plan and has noticed and has held the required public hearings, and finds that the General Plan consists of the elements required to be included by Government Code Section 65302, and in addition, contains some of the elements permitted to be included by Government Code Section 65303, and the Plan, as amended, provides a suitable and logical plan for the future development of the City.

NOW, THEREFORE, BE IT HEREBY RESOLVED by the City Council of the City of Los Altos:

1. The document consisting of maps, charts, and report entitled "Los Altos General Plan", and dated February 5, 1974, is adopted as the general plan of the City under the authority of Government Code Sections 65300-65360.
2. In order to keep the General Plan current with the needs of the City and so that it represents the most current and comprehensive ideas of the City Council, Planning Commission and other boards and commissions of this City and the citizens at large, in the light of changing conditions, the Planning Commission shall periodically review the General Plan and recommend to the Council not less often than annually such extensions, changes, or additions to the General Plan which the Commission considers necessary. If the Planning Commission finds that no changes are necessary, it shall report this finding to the Council. The Planning Commission's review procedure shall be timed so that amendments to the General Plan may be adopted by the Council before the City begins the formulation of a capital improvement program.
3. The City Council designates the Planning Commission as the official agency provided for in Government Code Section 65401 to receive the list of proposed public works and to classify recommendations for public works and to prepare a coordinated program of proposed public works for each fiscal year. It is the intention of the City Council that the General Plan be the guide for the capital improvement program of the City. The Planning Commission shall submit an annual report to the Council regarding the capital improvement program. The annual report

shall review each proposed project for its conformity to the General Plan, and review the program as a whole in order to suggest changes or modifications.

4. The Planning Commission is designated as the planning agency having jurisdiction under Government Code Section 65402 to pass upon the conformity with the adopted General Plan of the location, purpose, and extent of the acquisition of real property, the disposal of real property, or the authorization or construction or both of a public building or structure within the City.

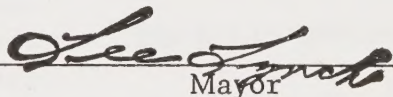
5. The City Clerk shall endorse upon the General Plan the fact of its adoption by this resolution and date.

I HEREBY CERTIFY that the foregoing resolution was adopted by the City Council of the City of Los Altos at a meeting of said Council held on the 5th day of February, 1974.

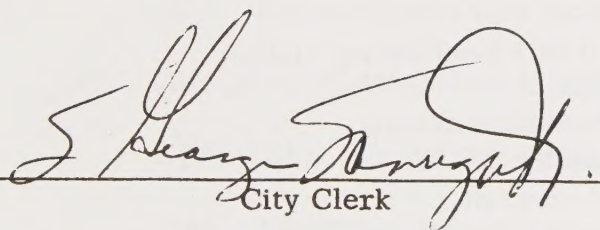
AYES: Mayor Lynch, Councilmen Fisher, Hansen, Lewis, and Toole

NOES: None

ABSENT: None



Mayor



City Clerk

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INTRODUCTION

In the twenty years since Los Altos' first General Plan was adopted the city has grown from a semi-rural community to a mature suburb. Like many mid-Peninsula communities, Los Altos experienced the beginnings of urbanization in the 1940's as a result of the Bay Area's wartime growth. During the next decade, population growth accelerated; almost 20,000 people lived in the city in 1960. Since then the rate of growth has diminished, adding only 5,000 people between 1960 and 1970, and another 350 per year since 1970.

The Los Altos Planning Area, or sphere of influence, consists of the incorporated City of Los Altos plus those lands which may be annexed to Los Altos in the future, as designated by the Santa Clara County Local Agency Formation Commission. The approximate boundaries of the Planning Area are El Camino Real on the north, the present city limits on the northeast, Stevens Creek and Route 85 on the east, Route 280, Magdalena Road, and Summerhill Avenue on the south, and Adobe Creek on the west. Most of the unincorporated lands lie west of Foot-hill Expressway.

Of the eight square miles (5,160 acres) of the Planning Area, six square miles (3,840 acres) lie within the city limits. The Planning Area contains approximately 31,000 people, 6,200 of whom live in the unincorporated area. The city is 97 per cent developed. Remaining vacant lands are scattered throughout the city in parcels typically smaller than three acres. The unincorporated area is almost as fully developed, although at considerably lower densities. There are an estimated 150 acres of vacant land within the city limits and 250 acres in the unincorporated area. This latter figure includes the 105 acres of the Los Altos Country Club golf course.

Present Santa Clara County policy prohibits additional development at urban densities in unincorporated areas. Therefore, any future development of unincorporated lands can occur only after the land has been annexed to the city. Because the entire Planning Area now is supplied with urban services, annexation would result only in the transfer of responsibility for those services provided by the City (police protection, street maintenance, planning, and administration). Increase in population would be about 1,500, or a four per cent gain, if the policies recommended in the Land Use Element were implemented. Neither annexation nor development would present many land use issues or generate significant change in the character of the Planning Area.

The average number of persons per household in Los Altos has declined significantly in recent years, chiefly because of the growing number of retired people in the City. Many of those who purchased homes in Los Altos during the period of its most rapid growth 15-20 years ago are reaching retirement age. Their children have grown up and left home, reducing four and five person households to one and two persons. Concern has been voiced that a significant increase in population could occur, even without new housing construction, if the homes of retirees were purchased by young families with several children.

Undoubtedly, housing turnover could result in an increase in population, but turnover is not likely to occur frequently or rapidly enough to have a noticeable impact on the total population figure. Many elderly residents have kept their homes and plan to remain there. Where homes of elderly persons have been purchased by younger families, the new household heads typically have been in their late 30's and early 40's. Their children have not swelled primary school enrollment, but have been distributed fairly evenly throughout the school system. State and national statistics reveal a marked decline in the birth rate. The young families moving to Los Altos in the 1970's are likely to have fewer children than their counterparts did in the 1950's. Certainly population turnover will result in some increase, but the gain is not likely to be significant or to strain the capacity of schools or other public facilities.

Because Los Altos is a mature community almost fully developed, and because the policies of the 1961 General Plan have been implemented, some people have questioned the need for a new General Plan, believing that the time for planning the community has passed and that the task ahead is simply to manage the city well. However, in a developed community, important decisions still can be made affecting population growth and density, building intensity, and the extent and distribution of land uses and community facilities. In fact, the General Plan program was timely, providing an opportunity for review and evaluation of past policies and establishment of new ones to deal with changed circumstances and new concerns. Which policies should be strengthened and which should be altered, what trends should be redirected, and what changes, if any, in the city's form and population composition would be desirable are the issues that the General Plan program addressed.

In addition to the timeliness of reviewing and revising the 1961 General Plan, the 1973 program filled the need for the City to conform with recent changes

in the State Planning Law. The Law now requires that general plans deal with a number of subjects typically not covered in plans prepared a decade or more ago.

The new General Plan includes seven required elements: Conservation and Open Space (combined), Housing, Land Use, Circulation, Scenic Highways, and Safety, as well as the optional Community Facilities Element. Because it must be based on area-wide studies, the required Seismic Safety Element will be prepared by the County.

The General Plan was prepared at a time when several important issues attracted public attention, notably the preservation of remaining open space and the possibility of more intensive residential construction and its effect on population composition and community character. A major component of the General Plan program was ascertaining citizen opinion in these and other important policy areas. Residents of Los Altos played a major role in the development of the plan through articulation of their opinions and concerns. Broadly representative opinion was determined by means of a carefully structured telephone survey which elicited over 50 separate responses to specific, detailed questions put to each of 400 randomly selected households. In-depth views on all of the subjects covered by the General Plan were provided by an appointed 40 member Citizens Advisory Committee representing Los Altos' major organizations and a variety of individual viewpoints.

The Residents' Opinion Survey was conducted by Gruen Gruen + Associates in June, 1973. The 400 households contacted were asked their views on key public issues, particularly land use changes that might affect the future character of the community, open space acquisition, provision of housing for the elderly and for low and moderate income families, and development of additional parks, recreation areas, and other public facilities. The results of the survey provided the basis for many of the recommendations contained in the General Plan. The survey questions and a summary of the results will be found in the Appendix.

The Citizens Advisory Committee was organized early in the program to assist in defining the issues to be studied. The Committee was divided into five subcommittees which reviewed the drafts of each of the corresponding General Plan elements: Open Space/Conservation, Community Facilities, Housing, Land Use, and Circulation. Subsequently the Committee as a whole reviewed the comments and recommendations of the subcommittees.

The General Plan's policies propose no dramatic changes for Los Altos. The majority of residents are content with the community as it is today. Preservation of Los Altos' essential character, conservation of key remaining open spaces, provision of additional public facilities for leisure time use, and redirection of recent undesirable trends constitute the guiding principles behind the General Plan.

OPEN SPACE/CONSERVATION ELEMENT

Introduction

When the conservation movement became widespread in California and its spokesmen began to focus as intently on preserving resources in their own backyards as in the Sierra or along the ocean coastline, Los Altos conservationists found little left to save in Los Altos. Few unspoiled parcels remained, and most of these already were being bought and sold by speculators and developers. The preservation tools recommended by planners and open space advocates in other communities seemed inappropriate or insufficient for Los Altos. Neither agricultural preserves, large lot zoning, nor generous setbacks along waterways would restore Los Altos' rural heritage or preserve the few remaining undeveloped parcels in open space.

The State planning law requiring open space and conservation elements lists several categories of natural resources to be considered in the general plan, many of which have long been lost to Los Altos or have become so altered as to be of little concern to naturalists today. The half-dozen undeveloped parcels and the four creeks provide the last links with the mid-Peninsula's natural history and offer the last opportunities for Los Altans to find a momentary retreat from modern life and a view of an unspoiled landscape close to home.

The paucity of open space in Los Altos today does not result from a lack of earlier concern for outdoor recreation and park areas. Twenty years ago, the first Los Altos General Plan recommended broad greenbelts along Adobe Creek and Stevens Creek, and later the Community Facilities Plan (1957) proposed seven sites for neighborhood and community parks. Since then, bond measures to acquire park land have been proposed and defeated periodically. Consequently, few of these early proposals have come to fruition. As recently as 1970 the required two-thirds vote could not be obtained to support a \$1,700,000 bond issue for the acquisition of land for parks and open space, although a majority of the voters generally has favored public parks and recreation areas, and in 1972, the Los Altos electorate supported the formation of the Mid-Peninsula Regional Park District.

The Residents' Opinion Survey confirmed the growing concern and support for the preservation of open space lands. Over 50 per cent of the respondents

OPEN SPACE, CONSERVATION, COMMUNITY FACILITIES, HOUSING ELEMENTS

-  NATURAL OPEN SPACE
-  AGRICULTURAL PRESERVE
-  NATURAL WATERWAY
-  CREEKSIDE TRAIL
-  PARK/RECREATION AREA (E INDICATES EXISTING)
-  COMMUNITY CENTER
-  LIBRARY (ALTERNATES)
-  SCHOOL
-  FIRE STATION
-  MUNICIPAL SERVICE CENTER
-  PUBLICLY ASSISTED HOUSING



were willing to spend the money necessary to purchase all of the remaining parcels of undeveloped land in the City – approximately an \$18.00 increase in property taxes per household per year. One-third were willing to spend smaller sums, ranging from \$4 to \$12 per household. Only 14 per cent were not in favor of raising property taxes to buy open space lands. Thus, a \$800,000–\$1,000,000 bond issue to purchase much of the remaining land for public park and open space purposes would be likely to gain the two-thirds support required.

Unspoiled Lands

El Retiro, more than any other parcel in Los Altos, has been the symbol of those who have fought for public open space. The 17 acre creekside portion of the Jesuit Retreat House land annexed to the City has been the focus of some of the most vocal citizen concern since Los Altos' incorporation. The annexation of El Retiro, the proposed 44-unit condominium development, and the adoption of R1-H zoning for the property, quadrupling the previously permitted density, culminated in a successful petition to call a referendum on the zoning. The City Council rescinded the R1-H zoning and requested that the General Plan program produce a specific recommendation on the future use of the El Retiro land.

El Retiro is located along Adobe Creek and is accessible only by a narrow drive to the Retreat House off University Avenue. A flat meadow lies north of the drive. On the south side groves of pines and ancient oaks cover rolling terrain. The creek winds along the edge of the property between steep banks overladen with tree branches and tall grasses. The remainder of the property is alternately characterized by sunny grassy spots and shaded areas thickly covered with brush, thistle, wild blackberry, and mustard.

The eastern portion of the property is in the flood plain of Adobe Creek. Heavy rains will swell the creek until it spills over its banks and flood waters collect in the low-lying meadow north of the drive. The meadow retains the water and discharges it slowly back into the creek via the ground water system. This quiet, secluded property shelters an occasional deer and many squirrels, rabbits, and other small animals, as well as numerous song birds. A local ornithologist has counted 41 species of birds that nest on the El Retiro site, including several rare types. Today, this property provides a compatible setting for the Jesuit Retreat House high on the hill above.

There is little human activity on the controversial 17 acres except an occasional neighborhood resident walking a dog. However, 2,000 years ago the land along Adobe Creek was the site of a village and burial ground of the Ohlone Indians, the tribe that populated the Peninsula until the Spanish arrived. During the construction of the Creekside Oaks condominium development on adjacent land, many ancient Indian artifacts, including pottery, tools, and other implements, were unearthed. The discing of an eight-foot square patch of the El Retiro land similarly uncovered numerous artifacts only a few inches below the ground, indicating the archeological richness of the site. According to local historians and archeologists, these artifacts are the remains of the area's main Indian village. If further excavation were permitted, it is expected that a wealth of relics would be found.

Adjacent to the El Retiro land is the Redwood Grove, a six acre parcel containing a dense stand of redwood trees. The hundred or more redwoods are in the flood plain of Adobe Creek at the end of a narrow road descending steeply from University Avenue. The dark shade of the trees and the dampness of the creek which winds through the grove keep the spot cool on even the warmest days. The half-dozen cottages ringing the grove are planned to be replaced by a townhouse development. Like El Retiro, this land is the home of a variety of wildlife, particularly animal species and vegetation native to the coastal redwood community not generally found in the flat, warm Santa Clara Valley.

About 400 feet downstream from the Redwood Grove lies Shoup Park, Los Altos' most popular and lovely park. Parking is available for the users of its picnic tables, play apparatus, paths, and park benches. Separating the Redwood Grove from Shoup Park are the rear portions of two residential lots. Despite the private ownership of these lots, a narrow but well-worn path along Adobe Creek links the grove and the park. The creek is a favorite attraction for the children in the neighborhood, as evidenced by the path.

Support for public ownership of El Retiro and the Redwood Grove has grown in the past year. However, the importance of these properties, particularly the Redwood Grove has long been recognized. Twenty years ago the green-belt recommended along Adobe Creek would have encompassed major portions of both parcels. Subsequently in 1957, the Community Facilities Plan specifically recommended the acquisition of the Redwood Grove for passive recreation. In 1972, the County Planning Department reiterated the original proposal in its

Plan of Regional Parks for Santa Clara County by showing a greenbelt along Adobe Creek leading to a park at the headwaters. Today, as the last remaining unspoiled parcels, the Redwood Grove and El Retiro have grown immeasurably in value as natural open space.

The debate over El Retiro (and, the Redwood Grove, to a lesser extent) has been broader than the issue of public ownership. The purpose that public acquisition would serve has been at the heart of the controversy. Advocates of public purchase of the property favor its retention as natural open space. They assert the need for an untouched area suitable for passive recreation activities such as walking, picnicking, and nature study. They would oppose extensive improvements such as landscaping or parking areas and paved drives. The quality of the experience sought through the preservation of El Retiro's 17 acres would be lost by major alteration of the landscape or by installation of facilities to accommodate dozens of users at one time.

The opponents of acquiring El Retiro instead favor parks developed for intensive recreational use. They prefer more conventional urban parks in which a portion of the site is devoted to playground apparatus and family picnic areas, where a large turfed area is available for impromptu softball and touch football games, and where the remainder is pleasingly landscaped and furnished with paved walks and park benches. The seclusion of El Retiro and its proximity to Shoup Park make it inappropriate for such a park, it is argued. In order to justify the expense of acquisition and development, the site should be visible and accessible, not located at the end of a narrow drive at the boundary of the City. The most frequently recurring argument against the acquisition of El Retiro and the Redwood Grove has concerned crime. The seclusion of the sites would invite drugs, liquor, and assault, it is professed. Without visibility from roads or neighboring houses, the park would not be self-policing. Vandalism has been evident in the vicinity, and Shoup Park is considered a hang-out for tough teen-agers. A spokesman for the Jesuit Retreat House has commented that park use of the creekside area would invite not only crime, but noise from motorcycles and dune buggies, all incompatible with the Retreat House's continued functioning.

The Residents' Opinion Survey revealed that twice as many respondents favored City acquisition of the entire 17 acre El Retiro property and the Redwood Grove as favored purchase of parcels in other sections of the city. Furthermore, an overwhelming majority of the respondents (71 per cent) preferred that these lands be maintained as natural open space rather than

landscaped as an urban park, if purchased by the City. Despite well publicized opposition to open space use of the El Retiro property, a substantial majority of Los Altos residents favor use of these parcels as natural open space.

Three options are available for retaining the resources of El Retiro and the Redwood Grove in their unspoiled condition: open space zoning, a combination of open space and residential development, and public acquisition of both properties for open space. The merits and limitations of each option are explored below.

Open Space Zoning. The term open space zoning refers to a variety of zoning regulations, including large lot zoning, flood plain zoning, agricultural preserves, and regulations restricting development of areas with natural hazards. Such zoning would result in the temporary or permanent preservation of natural or scenic resources. However, open space zoning cannot be used to permit public use of privately owned land, although access easements across private property may be obtained in certain instances.

Open space zoning is a relatively new concept which has met with mixed reactions in the courts. Some regulations have been considered a proper exercise of the police power while others have been categorized as uncompensated taking of private land for public benefit. If a multiplicity of public purposes is served, open space zoning will be more likely to find judicial favor. Both El Retiro and the Redwood Grove contain many natural assets which invite zoning protection: the flood plains, the archeological site, the impressive stands of trees, and the wildlife the lands support. There is ample precedent for prohibiting development of land in a flood plain. Similarly, zoning has been used to preserve archeological or historical sites of great interest where some economic use of the property still is possible. Conservation of natural amenities and resources for their own sake, such as a stand of ancient oak trees or a rare redwood grove, must rely on fewer precedents. Nevertheless, the law is rapidly changing in respect to environmental matters, and local regulations to preserve such natural features may be sustained in the courts in some instances. Generally, where no economic use of a property remains, open space zoning can be successfully contested in the absence of an existing or potential hazardous condition.

Combined Open Space and Development. With this approach, two alternatives would be possible: public acquisition of part of the site with residential devel-

opment of the remainder, and dedication to the public of part of the site by the developer in exchange for an increase in permitted residential density on the remainder.

The compromise presented by a combination of development and open space has special appeal because of the degree of controversy concerning the 17 acres of El Retiro. The most buildable portions of El Retiro and the Redwood Grove are the least valuable in terms of their historical and ecological characteristics. Conservationists might consent to the development of the open meadow north of the Retreat House drive in return for preservation of the southern portion of the site and a wide band of land along Adobe Creek. Opponents might agree to public ownership of the south half of the site if development of the north half sufficiently reduced the site's seclusion and the related threat of crime. Similarly, if the Redwood Grove itself were left intact, conservationists might not oppose development of the periphery of the site. Such a compromise has the two-fold appeal of reducing the cost to the public of acquiring the most significant lands and quieting the vehemence of the controversy.

Like many compromises, combined open space and development could prove less satisfactory in reality than in theory. If the development were built with a six foot fence around the perimeter as is typical of many recent planned unit developments, it would have little effect on reducing the seclusion of the open space land and the potential crime problem. Intrusion of development in the midst of the El Retiro and Redwood Grove sites could destroy those very qualities which make the parcels so valuable today: the sense of remoteness from urbanization, the peaceful atmosphere, the unthreatened natural habitat, and the possibility of a continuous open space link between Shoup Park and the southern tip of El Retiro.

If combined open space acquisition and development were the selected alternative, R1-H zoning on El Retiro would permit 18-20 units in the meadow north of the drive, leaving the wooded southern portion and a 100 foot wide strip along Adobe Creek untouched. Present R1-10 zoning would permit 9 or 10 units on three acres of the Redwood Grove property, leaving in their natural state the three acres containing the grove of redwood trees and a 100 foot strip along the creek. The estimated cost of acquiring the open space areas on both properties would be \$350,000.

Alternatively, the developer might be willing to dedicate to the City the open space areas in exchange for the right to develop the remaining land at a higher density. R1-H zoning would permit 39 units on the 17 acres of El Retiro. Thus, the City could permit the construction of all 39 units in the 6.2 acre meadow north of the Retreat House drive, in return for dedication of the remainder of the parcel. Similarly, the City could permit all 18 or 20 units allowable on the Redwood Grove site under present zoning to be built on a portion of the site in exchange for title to the grove itself and the creekside strip. On either property, a more modest increase in density could be permitted in exchange for dedication of a smaller proportion of the remaining land, and the rest could be purchased by the City.

Another possible compromise would encompass the entire El Retiro property including the 33 acres in the County as well as the 17 incorporated acres along the creek. The Jesuit Order might agree to annexation of the remaining 33 acres with future development restricted by open space zoning, in return for approval of development on the 17 acres. Such a compromise would retain in open space the hill, visible from many parts of Los Altos, on which the Retreat House is located. Residential development of the 17 acres, if properly located, could be compatible with retaining a continuous, if narrow, open space link along the creek.

Public Acquisition. The only means of guaranteeing total permanent preservation and the right of public access to El Retiro and the Redwood Grove is public purchase of both parcels. The current rescission of the R1-H zoning on El Retiro has not reduced the value of the land, according to a well informed appraiser. Thus, the purchase price of that property would be approximately \$510,000. The price of the Redwood Grove would be about \$204,000, bringing the total to \$714,000. Despite the high price tag, the residents of Los Altos have indicated in their response to the Opinion Survey both a willingness to pay the cost of acquiring open space land and a preference for purchase of the entire El Retiro property and the adjacent Redwood Grove.

Local conservationists have expressed hope that the Mid-Peninsula Regional Park District would be interested in purchasing the El Retiro property. Although the District has expressed deep interest in the land's permanent preservation and has made inquiries concerning acquisition of the land, action by the District is not likely at this time. Its mandate is to preserve

the large tracts of hillside land which form the scenic backdrop of the valley cities, rather than to obtain small, high priced parcels in the midst of urban areas, which more properly should be acquired by municipalities.

The County Planning Department has recommended a trail along Adobe Creek leading from the valley to a County park at the headwaters of the Creek. If this proposal were to be implemented, it would be logical for the County to acquire and maintain the trail system as well as the park. However, in its Plan for Regional Parks the County has not recommended either the park or the trail for near term acquisition (prior to 1982) and the purchase of parcels planned for earlier acquisition is behind schedule. Thus, it is unlikely that the County would acquire lands along Adobe Creek within the next 10 years. Even then, only a portion of El Retiro and the Redwood Grove would be preserved under the County's proposal.

Public acquisition of El Retiro and the Redwood Grove for natural open space would best preserve the assets of these parcels and would be most compatible with the preferences of the public expressed in the Opinion Survey. However, the Jesuit Order opposes use of El Retiro as a park because of possible disturbance of the Retreat House function. Consequently, rezoning the property to the proposed Community Facilities District appears to be the most likely means of holding El Retiro in open space. (See Land Use Element.)

Undeveloped Land

The remaining undeveloped parcels in Los Altos are not numerous. Some are only single lots or small remnants of former estates, but a few parcels consist of several acres and have been considered for public purchase – the McKenzie property along Permanente Creek, the surplus land of the Medical Missionary Sisters, and the Giffra orchard. The characteristics of these three parcels typify Los Altos' remaining vacant land. One is adjacent to a creek which supports lush riparian vegetation, another is vacant and barren, while the third contains an apricot orchard. The following discussion will focus on these three large parcels which now are available for development or public purchase. However, the comments and analysis would be applicable to other similar properties in the city.

Unlike El Retiro and the Redwood Grove, the remaining parcels contain few examples of native vegetation. Their locations along main roads and in the midst of residential subdivisions have forced the flight of wildlife to more remote areas. Nevertheless, the properties do provide "breathing space" among the rooftops and the pavement and should be considered as potential additions to Los Altos' permanent open space system.

The 4.5 acre McKenzie property, on Miramonte Avenue at Portland, is bounded on one side by Permanente Creek. As its name suggests, the creek's waters flow most of the year. The creek and the thick vegetation along its steep banks provide a dense buffer between Miramonte Avenue and the open field which comprises the remainder of the parcel. The banks are lined with laurel and holly, keeping the deep creek bed shady and cool. This inviting retreat is a popular play spot for children in the neighborhood. A rubber tire swings from one of the tall trees out over the creek, and a narrow path follows the edge of the water for several hundred feet. The remainder of the parcel is flat and grassy with a few scattered fruit trees, holly, and oaks. When a similar parcel across Portland Avenue was developed, most of the trees were removed, the creek was denuded of its thick vegetation, and the banks were lined with sand bags and riprap to stabilize them. Such treatment of the McKenzie property would mean the loss of one of the most pleasant amenities in the vicinity.

The creek is the outstanding asset of the parcel. The field provides a compatible but neglected foreground for the lush greenery along the creek. Two delapidated buildings, some scattered litter, and weeds and broken branches now detract from the beauty of the site. With a limited amount of landscaping, the property could provide an attractive site for a neighborhood park, or some other low intensity use which would leave the creek untouched and accessible to the public and would maintain the openness of the site. The parcel's proximity to McKenzie park (less than 1,000 feet) means that a park with similar landscaping and children's apparatus would not be appropriate for this location. However, a passive recreation park for senior citizens and others or a branch library amidst spacious grounds would be compatible with a policy to retain the creek in its natural state and to provide additional open space in the south end of the City.

Four of the seven acres of the Medical Missionary Sisters' property, located on Grant Road and Fremont, are still used by the Sisters and contain beautiful gardens and numerous stately trees. The three remaining acres, fronting on Fremont Avenue, are barren of vegetation. Although this portion of the property is without scenic or ecological value, the land does provide open space along a heavily traveled road. The City presently is discussing a long term lease of these three acres with an option to purchase. The Sisters plan to occupy the remainder of their property for several more years. Continued low intensity use of the entire property would maintain the sense of openness which now characterizes the vicinity. Despite heavy traffic on Grant and Fremont, the site's central location makes it appropriate for a neighborhood park or other public facility. City lease of the available land plus an option to purchase the entire parcel would ensure the preservation of open space in the Grant-Fremont area.

The Giffra orchard on Grant Road near Richardson Avenue is one of the few remnants of Los Altos' agricultural past. The apricot trees covering the site were once typical of the entire area. Those interested in preserving a reminder of Los Altos' rural heritage have suggested agricultural preserve designation for the parcel and favorable tax treatment for the owner under a Williamson Act agreement. Under State law, a city council may establish preserves of less than 100 acres if the city finds that smaller preserves are necessary and consistent with its general plan. The designation of an agricultural preserve must be accompanied by zoning regulations which ban incompatible activities from the preserve. A subsequent contract between the City and the owner would establish taxation based on the productive agricultural value of the property rather than its market value and would ensure the continuance of the orchard for at least 10 years.

The Giffra family has expressed interest in agricultural preserve designation, and thus City action to establish a preserve could retain this property in open space at least for the present. Subsequently, or as an alternative to the agricultural preserve, the City could purchase the orchard and lease it for continued operation. The City would receive a limited return on the purchase price and the continued operation of the orchard would be ensured.

The other small vacant parcels in the city differ from the parcels already described only in size. Some contain fruit trees which are no longer culti-

vated, others contain gardens or shrubs now neglected, a few border creeks, and the remainder are barren of vegetation. Like the McKenzie property, the Medical Missionary Sisters' land, and the Giffra orchard, these parcels are of little interest to the naturalist and have little or no potential for providing a secluded, unspoiled setting for natural open space. However, these properties do provide a sense of openness which enhances the low density character of the city.

These vacant parcels would not qualify for open space designation under the Williamson Act because this designation applies only to lands located within scenic highway corridors, managed wetland areas, wildlife habitats, salt ponds, and submerged lands. However, the properties would be eligible for reduced taxation under the Williamson Act as recreation lands if public access were permitted for walking or picnicking and incompatible uses were barred. The owners would have to be approached individually to test their receptivity to such use and regulation of their lands.

Public purchase of the development rights of key parcels would keep the land in open space for an indefinite period of time, but at a cost to the City equal or nearly equal to acquisition in fee. Large lot zoning could not be applied to these scattered parcels to prevent their development without the charge of "spot zoning." The preservation of the few undeveloped parcels in open space is not likely to be accomplished by any means short of public purchase, except where the parcel is actively cultivated. Acquisition of miscellaneous small scattered properties cannot be recommended because the purchase price and maintenance costs are likely to be significantly higher than for a single parcel of equivalent acreage.

Almost without exception, the remaining undeveloped parcels are prime building sites with a market value of about \$40,000 per acre. City acquisition of three acres of the Medical Missionaries property and the 4.5 acre McKenzie land would cost \$300,000. The Giffra orchard would cost another \$400,000.

Creeks

Only portions of the four creeks flowing through Los Altos have been channeled. Adobe Creek which constitutes the City's western boundary remains

a natural waterway for its entire length. Stevens Creek, marking the eastern boundary of Los Altos' sphere of influence, has not met with extensive modification except where it passes beneath the Route 280 and the Route 85 freeways. Hale Creek north of Rosita Avenue has been lined with concrete and no longer supports the thick vegetation which characterizes the other creeks. Permanente Creek flows through the city for less than a mile; about 1,000 feet have been channelized.

Where the creeks have been left in their natural state, their riparian lands support thick growth. Throughout most of the year they are neither deep enough nor sufficiently cool and swiftly flowing to support game fish. Rather, the trees along the banks attract birds and the waters are inhabited mainly by minnows. The creeks dry up completely during prolonged rainless periods. Their principal attraction is the beauty of their lush vegetation.

Channelization has been used to increase the capacity of the creek channels in order to minimize flooding and to permit use of the flood plain for development. Unfortunately, flood control and preservation of natural resources are often in conflict. Vegetation must be removed to install concrete or riprap, leaving a lifeless carrier of water of no scenic, ecological, or recreational value. The alternative to channel modification is good flood plain management, including barring development from the flood plain, annual removal of debris from the channel, and stabilization of the banks with hardy plants and vines. However, flood plain management techniques which eliminate the need for extensive channel modification cannot be instituted after the majority of the lands along the creek already have been developed.

Many locations along Adobe Creek experience flooding when continued heavy rains swell the creek. The County Flood Control and Water District has requested that cities require developers to observe a 23 foot setback from the bank of the creek and to dedicate an easement or title of this land to the District. Where the banks are vertical, the required setback is equivalent to twice the height of the bank plus 23 feet. Retroactively applied along Adobe Creek, the setback requirement would result in the removal of several homes. Where the District's requests have been disregarded or not enforced, flood problems have occurred.

Of all Los Altos' creeks, Adobe is the most flood prone. The District's maps of record flood levels and areas of potential flooding indicate that

numerous houses would be threatened if a flood similar to the floods of 1958 were to occur. The banks of the creek are eroding badly, minimizing the capacity of the channel and threatening back gardens or the houses themselves. Residents along the creek have requested the District to improve channel capacity and stabilize the banks. However, the numerous encroachments of private improvements in the flood plain, and even on the stream banks, has removed all options but the construction of retaining walls. This alternative would be undesirable because it necessarily involves removing the bordering trees and bushes – the very features which make the creeks so valuable. The District is in the process of reviewing flood problems along Adobe Creek and planning necessary modifications. Prior to commencing work on any projects, the recommendations will be presented at a public hearing early in 1974 and suggestions from property owners will be solicited. If the greenbelt originally proposed in the 1954 General Plan had been implemented, it is likely that present flood problems and future channel modifications could have been avoided.

The other creeks exhibit few flood problems. Where the creeks have been spared modification, they provide an attractive division between rear property lines. Where they run parallel to the roads, they help to create a scenic corridor.

Ironically, the only other flood problem noted by the District is found along the concrete cross-channel which carries the waters of Permanente Creek east to meet Stevens Creek. The cross-channel was underdesigned and now is inadequate to carry the quantities of water caused by prolonged rains.

Santa Clara County, in its Plan for Regional Parks, has recommended a system of creek park chains, i.e. creekside trails linking small community parks and large regional parks. Two of these are in Los Altos – along Adobe Creek and along Stevens Creek. Where the Flood Control District has fee title to creekside lands, public access is permissible. However, where only easements have been granted, typically they do not include the right of public access. Thus, implementation of the creek park chains plan would involve negotiations with numerous property owners for access to all but the few parcels already belonging to the District. A study to be undertaken by Los Altos Hills will explore possible acquisition of a trail through the town along Adobe Creek linking future Mid-Peninsula Regional Park District lands in the mountains with residential areas in the foothills and on the valley floor.

On the Los Altos side of Adobe Creek, the opportunity for acquiring a public right-of-way is severely limited by the proximity of houses to the creek banks. Although many of the older lots are sufficiently deep to permit acquisition with minimum impact on residences, many of the newer subdivisions have observed less generous setbacks. However, the deep lots on University Avenue and Lincoln Avenue, the vacant land-locked parcel north of Cypress Drive, and the several homes with spacious grounds in the vicinity of Pine Lane and Van Buren Street offer some opportunities for acquiring a trail corridor. On the Palo Alto side, Alta Mesa Cemetery and the grounds of the Terman Junior High School abut the creek for a half mile, permitting an ample creekside right-of-way from a point near the Foothill Expressway to the proposed trail on the Hetch Hetchy right-of-way. Where rights-of-way cannot be obtained in Los Altos to complete the trail, they might be obtained across the larger lots in Los Altos Hills on the other side of the creek.

If the Jesuit Order would permit a creekside trail across the El Retiro land and the Redwood Grove were purchased by the City, acquisition of a corridor across the two lots between the Redwood Grove and Shoup Park would provide over 3,000 feet of trail. If an additional right-of-way could be obtained through the Creekside Oaks development or across a small portion of the remaining El Retiro land, the trail would extend almost one mile from O'Keefe Avenue to Shoup Park. Combined with the possible half mile right-of-way across institutional lands in Palo Alto, almost one half of the proposed Adobe Creek trail east of Route 280 could be realized. The Flood Control District's study and possible acquisitions in conjunction with channel modification might provide significant additional links in the trail. Concerted effort in the near future could rescue the proposal first presented in the City's initial General Plan and later in the County's Plan of Regional Parks.

Mountain View owns the land along Stevens Creek between the creek and the Freeway north of Fremont Avenue, while the County owns park land along the creek south of Stevens Creek Boulevard. The continuity of the trail is disrupted by the one mile gap near the Los Altos-Sunnyvale boundary between Fremont Avenue and Route 280 and by another three-quarters of a mile long gap south of Route 280 in Cupertino. As along Adobe Creek, too little room has been left between houses and the creek channel to permit a right-of-way wide enough for a trail without infringing on the privacy of

abutting residences. Across the creek in Sunnyvale more generous setbacks have been required, which might allow continuation of the creek trail south of Fremont Avenue.

A detailed study of the proximity of structures to the creeks, and of ownership patterns on both sides, including easements and rights-of-way belonging to the Flood Control District, would indicate to what extent trails could be developed if they were to bridge the creeks in several locations. Such a study, undertaken jointly by Los Altos, Los Altos Hills, and Palo Alto for Adobe Creek, and by Los Altos, Sunnyvale, and Cupertino for Stevens Creek, could determine conclusively what opportunities remain for implementing a creek park chain system.

When additional lands are subdivided along Los Altos' four creeks, the preservation of their natural amenities and the provision of recreation opportunities along the creeks should receive high priority. City policy should include requiring dedication of land to the Flood Control District adequate both for flood control purposes and for a public right-of-way in new subdivisions, as well as acquisition of planned trail corridors through existing developments, and minimum modification of natural creek channels regardless of whether trails have been proposed.

Natural Hazards

Wildfires, erosion, land slippage, earth rupture along fault lines, and tsunamis are not potential problems in Los Altos. Good roads of ample width, an excellent water supply, and the absence of dry vegetation eliminate the fire hazard from Los Altos which is common to undeveloped areas remote from water and poorly served by roads. When fires do occur within Los Altos' sphere of influence, they can be reached quickly and readily contained.

Erosion and landslipping present no hazard on flat land. East of Foothill Expressway, slopes are 0 to 3 per cent, avoiding such problems throughout the city except where the creeks cut through soft soils. West of the Expressway, the terrain is more varied, but steep hills with slopes over 20 per cent are rare. The extensive landscaping around virtually every house west of the Expressway minimizes the moderate erosion potential of some of the soils. Only where land has been cleared of all growth, typically during construction, is erosion a threat; but few

large tracts of land remain which would pose this hazard. Similarly, landslips are unlikely where slopes are less than 15 per cent. There are no recent examples of landslides in Los Altos' sphere of influence, and the terrain and soil conditions indicate little likelihood of such events in the future.

Los Altos sits on the very deep alluvial soils of the Santa Clara Valley floor. These soils, consisting of silt, clay, sand and gravel deposited over eons by wind and water, extend to a depth of 4,000 or 5,000 feet throughout most of the city. Although severe ground motion resulting from an earthquake would be apparent in Los Altos because of the depth of the loosely consolidated soils, generally damage would not be serious to one or two story wood frame structures. No active faults traverse the city, calling for special prohibitions against development. Tsunami, or tidal waves associated with the earthquakes, would not affect a city like Los Altos located five to six miles from the Bay with an elevation of 150 feet or more above sea level.

Natural hazards pose few problems for Los Altos. Erosion problems, concentrated to a limited extent west of Foothill Expressway, can be handled best by ordinances regulating grading and tree removal, requiring landscaping, and imposing density limits, rather than by prohibiting development. Except for creeks and flood plains, no lands in the city pose a degree of risk which would justify prohibiting development by reason of natural hazards.

Man-Made Resources

The appearance of Los Altos has been enhanced by the numerous beautification measures undertaken by the City. The lineal Lincoln Park along Foothill Expressway presents an attractive introduction to Los Altos for anyone traveling south on the Expressway. At the intersection of El Monte and Springer Road, a small triangular park bearing a name plaque welcomes visitors driving south from El Camino Real. San Antonio Road with its floral median divider and distinctive street signs favorably impresses the many passers-by using this heavily traveled road. Ordinances requiring street trees and underground utilities in new subdivisions further demonstrate the City's interest in maintaining a beautiful community. Efforts to date have given Los Altos its well deserved reputation as one of the most attractive cities on the Mid-Peninsula.

Two landscaped parks offer Los Altos residents a pleasant place to sit and read or converse, to picnic with family or friends, or to bring children to play on the grass or use the playground apparatus. McKenzie Park provides a wide, sunny expanse of lawn ringed with shrubs and picnic facilities for residents of the south end of the City. Shoup Park, with many large shade trees among the turf and play areas, demonstrates how landscaping can enhance the natural amenities of a site.

Additional beautification projects now in the planning stages include the Grant-Fremont intersection and the downtown Triangle. The City is now studying the extent of road widening needed, if any, at Grant Road and Fremont Avenue, as well as land uses appropriate for the vicinity and the type and extent of landscaping needed. Beautification proposals under consideration include planting ornamental shrubs to screen the noise abatement wall along Fremont, installation of median dividers with appropriate planting, and landscaping the shoulders of the streets to eliminate the dust problem now evident in the area. Present plans call for landscaping at each of the four corners of the Grant-Fremont intersection in conjunction with road widening at the intersection. If carried out, the projects now under discussion will provide an attractive gateway to the city from the south.

In the downtown Triangle, the City has conducted an extensive beautification program over many years, which has resulted in an attractive and economically healthy commercial center. Currently, the City is working with the Triangle merchants to improve business along State Street, and additional beautification is among the measures under consideration. State Street exhibits a greater number of vacancies, experiences a higher tenant turnover rate, and commands lower rents than neighboring Main Street. Brick cross walks, benches, a revised parking system, and similar measures are being studied to attract more customers to the Triangle. Property owners will pay at least 50 per cent of the cost of any improvements that are made.

Almost without exception, the residential areas of the city are so lush and well-kept that additional beautification measures would be superfluous. However, efforts to improve several of the other commercial areas in Los Altos could bring them up to the high standards set by the Triangle and the Rancho Shopping Center. Few improvements have been made in Loyola Corners' layout or appearance, despite the recommendations of a 1957 study of the area. The many competing signs along Fremont Avenue, the poorly screened

supplies of the Water Service Company, the barracks-like appearance of the medical building from the Expressway, and the sparse landscaping all detract from the potential attractiveness of the area. Stricter controls limiting the number and location of signs for each establishment, refurbishing of facades, and additional landscaping, including larger trees and shrubs, would improve the appearance of Loyola Corners.

Woodland Plaza presents a more unified appearance than Loyola Corners, but it could be improved by stricter control and better design of signs and by additional landscaping to break up the large expanse of paved parking.

Foothill Plaza is a recent addition to Los Altos' commercial centers. The unified design of the buildings and the many trees in the parking lot promise to create an attractive shopping area when construction is completed and the trees become mature. The commercial strip south of the city limits, in Cupertino, does detract from the planned shopping center. A decorative fence or ornamental landscaping along the City boundary could screen those buildings outside of Los Altos from the view of Foothill Plaza shoppers. Alternatively, architectural and site improvements could be made in Cupertino's shopping area.

Additional measures that should be considered by the City to improve its appearance include requiring trees in large parking areas, particularly parking lots of churches and institutional uses, and enforcing existing ordinances regarding trash removal and weed abatement in the scattered empty parcels throughout the city (some of them City-owned). Periodic critical assessment of the City's appearance, annual programming and budgeting of needed beautification projects, and continued high level maintenance of landscaped areas would perpetuate Los Altos' reputation as one of the loveliest Mid-Peninsula communities.

The Zoning Ordinance and the Subdivision Ordinance have controlled development so successfully that only minor physical changes are needed to improve the appearance of the city. Most of these fall into the category of "window dressing". Ordinances regarding street trees, signs, underground wiring, street design, yard requirements, distances between buildings, height limitations, and similar regulations have resulted in a well planned and well maintained city. Where regulations have been less stringent or less specific, the results have been less admirable. The flexibility permitted under the planned unit development provision of the Zoning Ordinance is a case in point.

In recent years, "cluster" or planned unit developments have become common in Santa Clara County. Originally intended to add architectural variety to residential communities and to preserve land not needed for private yards in common open space, this type of development frequently has fallen short of its promise. The open spaces billed as major contributions to a city's visual amenities often have been closed to public view by the construction of high walls around the development. Common open space has not always been useable open space for the residents, while private open spaces (yards or patios) often are extremely small. Developers have capitalized on the environmental movement by describing all land not paved or built upon as open space, although in fact it may be no more useable than the front yards of the homes in a traditional single family subdivision. Architectural distinction has been as rare as useable open space among cluster developments.

The Los Altos Zoning Ordinance contains few standards to guide the developer or the Planning Commission on the adequacy of a proposed planned unit development. Yards, distances between structures, type and extent of common open space, and the location and design of the structures themselves are determined by negotiation between the Commission and the developer. Certainly, flexibility is desirable, but without firm standards even a minimum measure of benefit to the public from the development cannot be guaranteed. Standards are needed both to specify priorities on the type of land which should be left in open space, such as streamside areas in developments abutting creeks, and to prescribe minimum dimensions of open spaces and appropriate types of treatment. Planned unit developments possess great potential for making positive contributions to Los Altos' appearance. At their best, they can preserve the open character of the community while providing visual variety.

The City requires that subdividers dedicate land suitable for park and recreation purposes or pay a fee in lieu thereof. The amount per dwelling unit is based on the standard that the city should have five acres of park land for each 1,000 residents. Thus, .015 acres is required for each single family dwelling, or a fee of \$540, and .009 acres for each apartment unit or a fee of \$324. When a park or recreation facility designated in the General Plan is located within a proposed subdivision, land dedication is required in accord with the standard. Where there is no designated park or recreation facility, the developer must pay the fee based on the cost of purchasing the amount of land which otherwise would have been dedicated. In practice, this requirement has been used only to obtain fees.

Because this provision applies only to land which is subdivided, no fee is collected or land dedicated when a developer builds an apartment complex on a lot not requiring subdivision approval. However, a comparable fee schedule could be established and applied to new housing units before a building permit is issued if subdivision has taken place earlier or is unnecessary. The limitations on the use of fees collected by such a procedure would be similar to those on fees collected in conjunction with subdivision approval: the amount of money collected must conform to a reasonable standard based on the occupants' need for park and recreation facilities, and the money must be spent on a park or recreational facility which would serve the occupants. Such fees could provide an important source of funds to the City for the purchase and development of additional parks and recreation areas.

Preservation of historic and architecturally significant buildings is another means of maintaining visual variety in a community, as well as providing a link with the past. The City of Los Altos now owns and maintains two buildings dating from the turn of the century when the area first began to develop, stimulated by the Southern Pacific Railroad and the growth of Stanford University. The San Antonio Club on San Antonio Road has been used as a meeting place or clubhouse almost continuously throughout its history. Constructed in 1909, the wood frame structure originally was used as a meeting place for friends and neighbors interested in music, literature, discussion groups, and charitable work. The house later served as a Scout center and eventually as a clubhouse for the San Antonio Women's Club. Now owned by the City, it is used widely by community groups.

The Smith House on the Civic Center site dates from 1902. The two-story structure with its shingled siding, peaked roof, and porches is typical of homes built during that period. The house is being converted to a museum, to be known as "History House", and will exhibit memorabilia of Los Altos' early history. The Smith House will provide a focal point for local activities relating to the history of the City and for the work of the Los Altos Historical Association.

A plaque at Creekside Oaks commemorates the more distant history of the area. When Ohlone Indian artifacts were unearthed at the site, the event received considerable attention from California archeologists and historians. In April 1972, the site was designated as a "State of California Point of

Historical Interest". If excavation of the mounds of the El Retiro property discloses the wealth of artifacts expected, a similar designation by the State should be obtained.

Several houses still stand in Los Altos which date back to the early 1900's. Many are potential landmarks, although they are now in private ownership and their significance is known only to a few local historians. The stately home at 762 Edgewood Lane was one of the first to be built in Los Altos. Shortly after the turn of the century it was occupied by Mrs. Merriman whose sister gained considerable reknown in opposing the Southern Pacific Railroad's land development plans for the area. For many years, the building housed the Chandler School for teenage girls, but now it is a private residence. Its peaked roof, rambling dimensions, and touch of architectural gingerbread offer a noteworthy reminder of Los Altos' early days. The former residence of the Adams family at 55 Pepper Drive was built right after the 1906 earthquake. During the '40's it was converted to apartments, but it continues to be a fine example of early Los Altos elegance.

Historic district zoning has been used in some parts of the country, notably in New England and the South, to preserve neighborhoods of outstanding architectural and historic significance. However, in Los Altos, the fine old houses are scattered throughout the city. Although they are unique in Los Altos, similar buildings are common in older Bay Area cities. Historic district zoning would not be appropriate to preserve Los Altos' landmarks. However, efforts by the City and the Los Altos Historical Association should be made to preserve the most important structures. A thorough documentation of the history and architectural importance of each early residence would be a logical first step before any structure received special treatment in City regulations.

The County recently has established the County Historic Heritage Commission for the purposes of inventorying historic sites and archeological sites throughout the County. In January 1974, the Commission will report to the Board of Supervisors and eventually to the State Legislature on the sites and buildings which should be acquired.

The immediate purpose of the inventory is twofold: to help the County qualify for receipt of funds from the \$250 million State bond issue for parks, recreation areas, open space, and historical sites which will be submitted

to the voters in 1974, and to direct some of the funds that may be received toward the acquisition of historical and archeological sites. If the bond issue is approved by the voters, \$4.9 million is earmarked for Santa Clara County. In addition, the inventory will be used as a basis for preparing applications to have Santa Clara County landmarks included in the National Register of Historic Places. Recommendations of local historical societies will be solicited by the Historic Heritage Commission for inclusion in its report. Input to the Commission from the City of Los Altos could be influential in preserving key landmarks in Los Altos' early history.

Recommended Open Space and Conservation Policies

The following policies are recommended for the preservation of the city's attractive residential character.

1. Create an open space system which provides both park and recreation areas suitable for intensive use and natural open space suitable for passive use.
2. Preserve open spaces throughout the city by the creation of additional parks, and by the provision of public facilities with extensive landscaped grounds or on sites adjacent to parks.
3. Preserve in natural open space the significant remaining unspoiled parcels of land in Los Altos.
4. Enhance man-made amenities by continuing beautification of the city's commercial and residential areas.
5. Protect from development parcels which serve as reminders of Los Altos' rural and agricultural heritage.
6. Protect from development important wildlife habitats, natural creek channels and related riparian lands, significant groves of trees, and other outstanding natural features.
7. Obtain access to and along major creeks to enhance the public's enjoyment of their scenic values and to provide recreational opportunities.

8. Maintain links with Los Altos' early history by protecting from development areas of historic or archeological value, and by preserving historic landmarks and buildings of architectural significance.
9. Protect flood plains from development and other encroachments through strict controls on the location of structures.
10. Preserve the city's soils resources and reduce the threat of erosion or landslippage by strict enforcement of the Subdivision Ordinance and the Building Code.

Recommended City Action Program

The following program is recommended to the City for immediate implementation because of the imminent development of the relatively few remaining parcels of vacant land.

1. Acquire for open space the Redwood Grove. Development of the parcel should be limited to improvements required for the safety of the users or the protection of the property itself from damage. Preserve the 17 acres of El Retiro annexed to the City in open space by rezoning to the proposed Community Facilities District. (See Land Use Element.)
2. Establish a trail along Adobe Creek extending from Shoup Park to O'Keefe Lane. In order to establish the trail, a right-of-way at least 100 feet wide must be acquired across the rear of the two lots now separating Shoup Park from the Redwood Grove, and across the El Retiro land along the creek to O'Keefe Lane. The existing bridge near the Redwood Grove would provide the required crossing of the Creek. If possible, assistance in clearing and maintaining the trail should be obtained from local groups.
3. Establish an agricultural preserve zone. Add to the Zoning Ordinance an agricultural preserve district applicable to parcels of five acres or more in active agricultural use as provided in the Williamson Act. This zone should be applied to the Giffra property on Grant Road and to other qualifying properties. Owners should be invited to apply for a reduction in property taxes based on the productive use of the land as provided in the State law.

4. Acquire the McKenzie property on Miramonte Avenue at Portland for combined public facility and park use. Any structure or parking area on the site should cover no more than one acre of the land and should be situated so as to minimize obstruction of the view of Permanente Creek from Portland Avenue and McKenzie Avenue. The remainder of the property should be landscaped only to the extent necessary to enhance the existing natural features. A tot-lot, park benches, lawn bowling, shuffleboard courts, and other facilities for senior citizens' recreation would be appropriate improvements.

5. Obtain by purchase or long term lease the three acres of the Medical Missionary Sisters' property on Fremont Avenue. Negotiations now in progress between the City and the Medical Missionary Sisters should be broadened to include an option to purchase the remaining land when it becomes available. Both portions of the property eventually should be acquired for public uses compatible with the preservation of open space.

6. Undertake comprehensive studies of Adobe Creek and Stevens Creek to determine the corridors for creekside trails. The study of Adobe Creek should be pursued jointly with the cities of Los Altos Hills and Palo Alto, and the study of Stevens Creek, with Sunnyvale and Cupertino. The studies should explore the feasibility of extending the Adobe Creek trail from Shoup Park to Hetch-Hetchy right-of-way, and extending the Stevens Creek trail from the portion of the trail in Mountain View to the County's land west of Stevens Creek Boulevard. The study should include detailed inspection of the lands and structures abutting each creek, review of the Flood Control District's plans for modifying Adobe Creek, investigation of the records of the District to determine which lands are now in public ownership, and discussions with property owners to obtain commitments to dedicate fee title or easements for public access along the creek. The study should produce specific recommendations on locations of the trail corridors, widths of rights-of-way, design of the trails, locations and design of bridges across the creeks, and types, locations, and designs of other improvements.

7. Amend the Zoning Ordinance to require developers to observe and dedicate setbacks from creeks and other watercourses. The provisions should be consistent with recommendations of the Flood Control District, and should regulate accessory structures such as garages, guest cottages, tool sheds, patios, and fences, as well as major buildings. A provision also should be

added to the Subdivision Ordinance to require subdividers to dedicate to the Flood Control District fee title or an easement on any land subject to inundation by a creek or watercourse and any additional land required by the District for flood plain management. Although it has been City practice to obtain such dedications in the recent past, they are not required by City regulations. Where a public trail is planned along the creek, the dedication should specify clearly that public access will be permitted.

8. Adopt a flood plain ordinance. The ordinance should prohibit alteration or modification of watercourses in new development, filling of flood plains, or removal of substantial amounts of creekside vegetation, except where required setbacks have been provided and dedications obtained, and, in the opinion of the Flood Control District, no alternative measure will give occupants and property sufficient protection from flooding.

9. Appoint a committee composed of City officials and interested citizens, assisted by City staff, to work with the Flood Control District in preparing a plan to ease the flood problems along Adobe Creek without serious impairment of its present amenities.

10. Amend the Zoning Ordinance to require additional landscaping in parking areas. A provision should be added to require landscaping of 10 per cent of the interior of parking lots, as well as the present border and buffer landscaped areas now required.

11. Amend the Zoning Ordinance to limit the number of signs permitted per business and to restrict the number and type of free-standing signs permitted in commercial districts. (See Land Use Element.)

12. In conjunction with the City's project to realign the Grant Road-Foothill Expressway-Arboretum intersection and the entrance to Woodland Plaza, work with the owners of the shopping center and adjacent businesses to redesign the types and locations of signs and to enhance the landscaping of the area.

13. Amend the Zoning Ordinance to set specific standards for types, locations, and dimensions of useable open space in planned unit developments. Standards should include priorities for types of land to be left open, and should prescribe minimum areas and dimensions of common open space. (See Land Use Element.)

14. Request the Los Altos Historical Association and other interested groups and private citizens to inventory and document the landmarks of the City of Los Altos for submission to the County Historic Heritage Commission.

15. Require that developers of apartment buildings and other housing units which do not fall within the purview of the Subdivision Ordinance pay a fee per unit for park and recreation land equal to the fee required of subdividers. This requirement should apply to new houses on lots subdivided prior to enactment of the present regulation requiring park and recreation area dedication or in-lieu fees.

COMMUNITY FACILITIES ELEMENT

Schools

Los Altos is served by two sets of school districts. City residents living west of Permanente Creek, and north of Fremont Avenue east of the Creek, are served by the Los Altos Elementary School District and the Mountain View - Los Altos Union High School District, and those living east of Permanente Creek and south of Fremont Avenue are served by the Cupertino Union Elementary School District and the Fremont Union High School District.

The Los Altos Elementary School District operates six K-6 grade schools and three 7-8 grade schools in Los Altos, one K-6 grade school (Springer) in Mountain View adjoining the city limits that serves some Los Altos students, and three K-6 grade schools (Bullis, Eastbrook, and Purissima) that serve Los Altos Hills residents. Until 1970, the District operated a seventh K-6 grade school (Carmel) in Los Altos.

The Cupertino Union Elementary School District operates two K-6 grade schools (Grant and Montclair) in Los Altos, and junior high school students attend Cupertino School in Cupertino.

Enrollments in both Districts' Los Altos schools have declined in the past decade. Except for Loyola School, which absorbed most of the students when Carmel School was closed, spring 1973 enrollments are substantially below the levels prevailing in the first half of the past decade. Table 1 shows enrollments during the period, with peak enrollment levels called out by parentheses. Also shown are spring 1973 enrollments as a per cent of the peak enrollment achieved during the decade.

Using the School Districts' optimum functional capacity standard (28 students per classroom), the present capacity of K-6 grade schools serving Los Altos is 4,136, and the capacity of the 7-8 grade schools is 1,400. Spring 1973 enrollments fall short of these levels by 575 students in the K-6 grade schools, and by 730 students in the 7-8 grade schools. Present excess capacity available in Los Altos schools is equivalent to the capacity of one K-6 grade school, and one 7-8 grade school.

The Los Altos School District currently is updating and revising its master plan which calls for converting Egan School (grades 7-8) to a K-6 grade school by the fall 1974 semester and for closing both Santa Rita and Portola Schools (grades K-6) by the fall 1975 semester. The District also plans to close Eastbrook and Bullis Schools (grades K-6) in Los Altos Hills by the

TABLE 1. ENROLLMENT TRENDS, LOS ALTOS K-6 AND 7-8 GRADE SCHOOLS, 1964-1973^{1.}

<u>K-6 Schools</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	1973 Enrollment as Per Cent of Peak Year
Almond	(630)	571	582	609	514	462	439	458	443	436	69
Carmel ^{2.}	286	(316)	302	291	280	309	302	-	-	-	-
Grant ^{3.}	(525)	500	491	448	443	408	400	366	357	340	65
Hillview	469	450	442	(506)	503	485	458	435	435	416	82
Loyola	471	446	427	409	393	380	370	(489)	461	475	97
Montclair ^{3.}	(627)	567	552	567	569	520	467	472	447	402	64
Oak Avenue	422	380	(424)	407	356	391	370	355	320	288	68
Portola	(535)	529	519	511	497	498	498	433	400	375	70
Santa Rita	397	(425)	415	(425)	392	379	379	359	354	347	82
Springer	<u>506</u>	<u>(555)</u>	<u>552</u>	<u>540</u>	<u>534</u>	<u>532</u>	<u>474</u>	<u>516</u>	<u>516</u>	<u>482</u>	87
Total K-6	(4,868)	4,739	4,706	4,713	4,481	4,364	4,157	3,883	3,733	3,561	73
<u>7-8 Schools</u>											
Blach	353	(412)	(412)	398	358	341	341	374	343	305	74
Covington	705	707	754	(759)	692	690	714	667	612	601	79
Egan	<u>313</u>	<u>351</u>	<u>(412)</u>	<u>399</u>	<u>360</u>	<u>331</u>	<u>358</u>	<u>403</u>	<u>355</u>	<u>338</u>	82
Total 7-8	1,371	1,470	(1,578)	1,556	1,410	1,362	1,413	1,444	1,310	1,244	79

1. Peak enrollment during period shown in parenthesis.

2. Carmel School closed in 1971.

3. In Cupertino Union Elementary School District.

Source: Los Altos Elementary School District, Cupertino Union Elementary School District.

fall of 1975. Although there is some opposition to closing surplus schools, both among the Trustees and from the general public, closing two schools in Los Altos would be logical because enrollment is significantly below capacity.

Closing the Los Altos schools and converting Egan to grades K-6 would not strain the remaining facilities, but Mountain View and Los Altos residents in the north portion of the School District would have to travel further to attend a 7-8 grade school. Since the increased distance for those living near Egan School would be nearly two miles to Covington, and considerably further to Blach, busing would be necessary. At maximum functional capacity (up to 35 students per classroom), existing K-6 grade schools could handle nearly 1,000 more students than the 4,136 cited above; so the District's plans could be carried out without adverse consequences even if K-6 grade enrollments were to increase by as much as 20-25 per cent.

Although enrollments in the Cupertino School District have been declining at the rate of about 600 students per year, the District has no official plan to close any of its schools. Recent measures to compensate for enrollment losses have been to reduce classroom loadings, to retire portable buildings, to redistribute students by bus, and to introduce new programs making use of available classroom space. Both Grant and Montclair Schools are functioning considerably below their capacity (33-43 per cent), and if enrollments continue to decline at these schools, it would be logical for the District to close one or the other. However, the District considers Cupertino to be a community with significant growth potential, particularly in view of recent changes in zoning policy, and school enrollment trends may reverse themselves or stabilize.

Because the optimum functional capacity of Portola School is greater than that of Egan (476 vs. 364), it may be preferable to retain Portola as a K-6 grade school, and to close both Santa Rita and Egan Schools. This alternative would make it possible to avoid the cost of the extensive modification of Egan School buildings that would be necessary for the K-6 grade program, and would not foreclose other options for use of the 20-acre site and buildings.

In most respects, the unique features of Egan School tend to make it more appropriate for a major recreation/community center than for a K-6 grade school. The buildings, all located on the west half of the site, contain about 20,000 square feet of space exclusive of corridors and utility areas. One of the buildings is equipped with showers and locker rooms, not needed for the K-6 program, but a distinct asset for recreational uses. Another building, presently housing the library, science laboratory, and teachers' room, contains 6,000 square feet within which none of the partitions are bearing

walls. This unit readily could be converted to a sizeable auditorium or hall for community functions. Further, there are two tennis courts on the site, and this was the type of recreation facility rated highest in order of community preference in the Residents' Opinion Survey conducted as part of the General Plan revision program. A number of beautiful trees on the relatively undeveloped east half of the site, and its strategic location on San Antonio Road further enhance Egan School's attractiveness for use as a recreation/community center. As suggested in the Housing Element, a portion of the site also appropriately might be used for housing for the elderly.

If sold, the Santa Rita School site appropriately could be used for residential development, possibly including some housing for the elderly.

Two Mountain View-Los Altos Union High School District schools serve Los Altos residents. Those living generally west of Springer Road and Magdalena Avenue attend Los Altos High School, and those living east of these streets, except for residents of the area east of Permanente Creek and south of Fremont Avenue, attend Awalt High School in Mountain View. Residents of the area in the Fremont Union High School District attend Homestead High School in Cupertino.

Contrary to the trend over the past decade in the K through 8 grade levels, enrollments at Los Altos High School rose at an average rate of about 3 per cent annually to a peak enrollment of 2,014 in 1969, and have remained at just under 2,000 since then. Including additions since the school originally was built, functional capacity is about 2,200. At Awalt High School, the average gain was about 5 per cent a year, and the peak enrollment of 1,766 was reached in 1970. However, Awalt enrollments have declined since 1970 at an annual rate of about 4 per cent, and spring 1973 enrollment was 1,543. The functional capacity of the school is about 1,900.

It is unlikely that high school enrollments will decline sufficiently over the next decade or so to justify closing either Los Altos or Awalt High School.

One of the most immediate problems facing the Los Altos School District (and the City) is what to do about an administrative facility to replace the old Administration Building recently removed from the Hillview site. Alternates that have been the subject of a vast amount of public debate include constructing a new building on the original site, or converting one of the present schools to District offices. Schools considered in the latter alternate include Egan, Portola, Santa Rita, Hillview, Purissima, and Bullis. Egan has been chosen as the interim location for the District's administrative offices.

According to the District, space needs for the facility include:

<u>Building</u>	<u>Area (Square Feet)</u>	
Administrative offices	7,000	
Warehouse and storage	7,000	
Maintenance operations	4,000	
Bus repair and maintenance	<u>3,000</u>	
Subtotal, building area	21,000	
<u>Open Area</u>		
Bus storage	42,670 ^{1.}	
Parking	<u>16,500 ^{2.}</u>	
Subtotal, open area	59,170	
Minimum site area, assuming 1-story building	80,170	
Additional site area (landscaping, 25 per cent)	<u>20,030 ^{3.}</u>	
Total site area, assuming 1-story building		100,200 (2.3 acres)
Minimum site area, assuming 2-story building	69,670	
Additional site area (landscaping, 25 per cent)	<u>17,400 ^{3.}</u>	
Total site area, assuming 2-story building		87,070 (2.0 acres)

1. Includes storage for 15 buses at 750 square feet per space, plus a turn-around, 100 foot minimum radius.
2. Livingston and Blayney estimate; includes one space for each two employees (79 plus 10 part time) and 10 spaces for visitors.
3. Livingston and Blayney estimate.

Cost estimates yielded by various District analyses vary from \$500,000 for an entirely new facility to a range of \$97,600-\$172,100 to convert an existing school. Assuming the use of a school, the estimated value of excess land that could be sold by the District ranges from \$144,000 for 4.5 acres at Portola School to \$480,000 for 12 acres at Egan School. Were the Hillview School to be converted, new warehouse and storage space would not be needed; so building space requirements would be reduced to about 14,000 square feet, but Portola or Santa Rita School would have to accommodate present Hillview students.

If any of the school sites were to be selected, some built-in diseconomies inevitably would result. None is laid out with the buildings concentrated within a space even remotely equivalent to the site area needed (2.0 - 2.3 acres). If existing buildings were utilized, the District office site area would range from over 5 acres at Santa Rita to 10 acres at Eastbrook. The resulting loss to the District would be between \$140,000 and \$320,000, assuming a uniform land value of \$40,000 per acre at any of the school sites. Further, utilizing any of these inefficient building arrangements for administrative functions would result in a loss of time and productivity of the District staff. Given a sufficient amount of study, a dollar value could be assigned to this debit factor.

Although the scope of the General Plan revision does not permit the depth of analysis necessary to make a firm recommendation, from the planning viewpoint and on the basis of the obvious disadvantages cited above, building a new facility on the old Administration Building site appears to be the best course for the District to follow.

The following course of action is recommended with respect to Los Altos Schools:

The Los Altos School District should keep Portola School in service, and should close Santa Rita and Egan Schools. Egan School should be sold to the City for development as Los Altos' major recreation/community center, with 3-4 acres along the south edge possibly being made available for subsidized housing for the elderly. Santa Rita School should be sold for residential development, possibly including subsidized housing for the elderly or families. An overwhelming majority (84 per cent) of respondents in the Opinion Survey believe that the City should be given first opportunity to purchase surplus school sites.

The City should monitor plans of the Cupertino School District, and if either Grant or Montclair School is declared surplus, consider acquiring the site for development of a neighborhood park-recreation facility to serve the southeastern portion of the City.

The City and the Los Altos School District should cooperate in reaching a decision on the best location for the District Administration Building. Serious consideration should be given to the obvious advantages of using the District-owned site adjoining Hillview School, and in-depth studies needed to discover other advantages or disadvantages should be undertaken. If the site adjoining Hillview finally is selected, design of the Administration Building should be coordinated with the design of the Civic Center and the same generous space standards should apply. The Administration Building could be financed from revenues obtained through sale of District properties estimated by the City at \$900,000 for Egan School and \$500,000 for Santa Rita School.

Parks and Recreation, Community Center

Developed park and recreation facilities in Los Altos comprise a total of just under 10 acres; and landscaped spaces, not including other public facilities sites, add about 6 acres.

Shoup Park, consisting of 3.3 acres adjoining Adobe Creek south of Main Street, is a landscaped park designed mainly for the use of passive recreation seekers. The site is enhanced by a large number of fine old trees. Besides the turfed and landscaped open spaces, two play apparatus areas are provided for small children, and picnic facilities are available. Garden House, a self-supporting facility for the use of senior citizens, is located on the site. Access to the park is via two narrow "panhandles" extending from University Avenue. The parking lot contains 17 spaces.

McKenzie Park, located on Fremont Avenue east of Springer Road, contains a total of 4.2 acres. The park is laid out in two separate segments with the Municipal Service Center occupying the intervening space. A 30-foot wide landscaped pathway adjoining the north side of the Service Center site connects the two park segments. The 1.5 acre portion of the park fronting on Fremont Avenue contains two intensively used tennis courts, a small play apparatus area, picnic tables with a barbecue grill, turfed and land-

scaped spaced, and a parking lot (11 spaces). The west end of the adjoining Municipal Service Center parking lot is used as a handball court. The remainder of the park, located at the rear of the Service Center, mainly is devoted to turfed and landscaped open space. Two apparatus areas and a picnic area are available in this part of the park. The dead end of the Clinton Road abuts the park on the east.

Montclair Park occupies three-quarters of an acre at the southeast corner of Montclair School. The small, intensively used facility contains two tennis courts, a small play apparatus area, picnic facilities, and landscaped space. Access is via St. Joseph Avenue and Stonehaven Drive.

The Youth Center, located in a 4,200 square foot building on about one acre of the Civic Center site, not only is used intensively for the youth recreation program, but also is used for adult instruction programs including rock and Polynesian dancing, bellydancing, dog obedience, taichi, and yoga for women.

San Antonio Club, situated on about a third of an acre on the east side of San Antonio Road north of Alvarado Avenue is owned by the City and is available for meetings of local organizations. The clubhouse also is used extensively in the City's recreation program for such diverse activities as ballet, charm and personality, creative dramatics, creative dance, guitar, bridge, and the junior hunters program.

Landscaped open spaces consist of about five acres adjoining Foothill Expressway west of the Triangle extending from Edith Avenue to Sherman Street (called Lincoln Park), and a parcel of slightly less than an acre in the gore between El Monte Avenue and Springer Road.

Potential park and recreation areas currently being considered by the City include the 1.5 acre property known as "Costello Island" between El Monte Avenue, Fremont Avenue, and Foothill Expressway, and about 3 acres of the Medical Missionary Sisters' property fronting on Fremont Avenue west of Grant Road (see Open Space Element). Intended use of the former site is for recreation featuring four tennis courts. The latter site would be used for a neighborhood recreation park.

The Los Altos Country Club golf course (105 acres) located on Loyola Drive south of Foothill Expressway in unincorporated territory, is a privately owned

facility that adds significantly to Los Altos' recreation resources. A 1969 citizens committee study, summarized below, concluded that if the golf course were to be sold, municipal operation probably would be financially feasible if the purchase price were not too high. The property has been pre-zoned by the City for acre-lot residential subdivision, but it should not be permitted to be developed in this manner unless all other efforts to preserve the course as an open space and recreation resource fail.

Standards recommended for coastal communities by the California Committee for Recreation, Park Areas and Facilities call for about 2.7 acres of neighborhood park per 1,000 persons (typically on sites of about 8 acres serving 2,500-3,000 persons within a radius of about a half mile), and 2.3 acres of community park per 1,000 (typically on sites of 20 acres or more serving 10,000 persons within a radius of one and a half miles). The City's present park land dedication or in lieu fee requirement in connection with subdivision is based on the ratio of 5 acres of land per 1,000. For planning purposes, Santa Clara County uses a standard of 3.0 acres of neighborhood park and 2.5 acres of community park per 1,000.

Although the recommended standards must be modified to fit local situations (density of development, availability of private recreation facilities, natural recreation opportunities nearby, and the like), it generally is held that there should be at least 4.6 acres of park and recreation area for each 1,000 persons in an urban community, not including regional parks, if the leisure time activities needs of local residents are to be met. On this basis, as many as 120 acres of park and recreation area would be needed to serve the present 26,000 residents of the City.

In spite of Los Altos' gross deficit of recreation space compared with the standards, the Recreation Department is able to operate an effective program by making maximum use of all City-owned facilities, and by using available facilities at all of the local schools. Included in the latter category are the swimming pools at Covington School and at Los Altos High School. Facilities at Awalt High School are used on a limited basis, and some use is made of facilities at Stanford and at Foothill College in the golf and tennis programs. Although use of recreation facilities available on local school sites is a substantial "bargain" for cities, and should be continued in Los Altos, school programs preempt the facilities much of the time and tend to rule out use of the sites for unscheduled activities. The City should address itself to the need to provide additional park and recreation areas before all available sites are lost to development.

In recent years, several studies have been directed to this objective. The 1969 citizens study committee, considerably influenced by unsuccessful tax bond elections in other communities, concluded that Los Altos' high priority recreation needs best could be met by a composite program of open space acquisition, development of a system of 1-2 acre miniparks at the rate of one per year (a total of five were recommended, including Montclair Park), and beautification programs.

A 1972 citizens committee, organized to study possible use of surplus school sites, made a telephone survey of 447 Los Altos residents. The respondents, 40 per cent living north of El Monte Avenue and 60 per cent living to the south, were not unanimous in their evaluation of the most urgent needs. However, in terms of total votes, the list of priorities was as follows:

1. Teen center.
2. Park and picnic area.
3. Children's park.
4. Tennis courts.
5. Art and craft center.
6. Junior museum and nature center.
7. Swimming pool.
8. Day camp for children.
9. Little league diamond.
10. Ceramic facilities.
11. Workshop facilities.
12. Theater.
13. Adult education facilities.

For north Los Altos residents, the first three choices were teen center, children's park, and park and picnic area; and for south Los Altos residents, the choices were park and picnic area, tennis courts, and children's park.

The Residents' Opinion Survey contained several questions relating to preferences and priorities for park, recreation, and related community facilities projects that the City might undertake. When asked to rank by preference the type of facility that might be financed by a City bond issue, 43 per cent of the respondents chose natural open space, while the remainder were split fairly evenly between landscaped parks, outdoor recreation facilities, and a recreation/community center. When asked to rank specific types of recreation facilities preferred, tennis courts emerged as first choice. Additional outdoor sports fields, public swimming pools, and an indoor gymnasium received relatively low ratings.

With respect to new public buildings, a community center was considered most important, followed by a recreation center for high school age youth, and a branch library in the southern part of the City. In a question that assayed the relative priority of the many possible types of community facilities projects, a combination of playgrounds, sports fields, and tennis courts ranked first, followed in order by landscaped parks, community center, bicycle and jogging paths, branch library, and auditorium. Open space was not included in the list of possible choices in this question. In summary, tennis courts, landscaped parks with playground areas, and a community center were selected as the most important types of recreation and related projects in the view of Los Altos residents. However, the survey also indicated a substantial amount of community support for a recreation center for high school age youth, a branch library, and bicycle and jogging paths.

The paucity of undeveloped sites large enough to be of significant value for park or recreation development severely limits the choices in Los Altos. Several of the larger available sites (El Retiro, Redwood Grove, and the Giffra property) are recommended for preservation as unimproved open spaces. (See Open Space Element.) So it appears that the best course to pursue would be to purchase and utilize strategically located surplus school sites as they become available, and also to acquire and develop some smaller parcels distributed throughout the community.

Egan School should be acquired for development as a major park-recreation/community center when it becomes available. While part of the site is being used for School District offices, the City should lease the unused portion with an option to purchase the entire site when available. The 20 acre site is large enough to accommodate virtually all of the types of facilities identified as being needed in the Opinion Survey and earlier citizens committee studies. Existing buildings could accommodate many of the priority indoor facilities (arts and crafts, junior museum and nature center, workshop, classroom space for adult education programs, and meeting rooms for various community activities) with little or no remodeling. The buildings would be a liability, requiring removal from the site, if it were to be sold for private development. Although the site is not too large to be developed in its entirety for recreation, three or four acres along the south edge might be made available for development of subsidized housing for the elderly.

The major cost associated with the project would be the purchase price, estimated at \$900,000 for all 20 acres by the City. Approximately half of the present 20,000 square feet of building area is usable without change, and the cost of remodeling the remainder (at \$20 per square foot) would be about

\$200,000. Existing recreation facilities, including the two tennis courts, other paved court games areas, and ball field also are usable without change. As a minimum improvement program, four additional lighted tennis courts should be installed (cost about \$60,000), and five additional acres of park, playground, and general recreation area should be provided (cost about \$175,000). Total cost would be \$1,335,000. If an Olympic size swimming pool were to be included in the program, the additional cost would be about \$250,000, but a pool may not be needed in view of the availability of the pools at Los Altos High School and at Covington School. Development of housing for the elderly on four acres would reduce the acquisition cost by \$160,000, and there would be corresponding reductions in site development costs. If 15 acres of the school grounds were leased by the City, the estimated annual lease cost would be \$48,000.

To serve residents in the south portion of Los Altos, the City should pursue its efforts to acquire "Costello Island" (1.5 acres) for tennis courts, play apparatus, and landscaping, and to secure three acres of the Medical Missionary Sisters' property for a small neighborhood park-playground. With a compact layout, the latter site could accommodate many of the features generally found in a typical 6-8 acre neighborhood park including:

<u>Facility</u>	<u>Area (Acres) ¹.</u>
Children's apparatus area	.40
Paved court games	.75
Turfed free-play area	.75
Landscaped area with picnic facilities	.85
Parking (30 spaces)	<u>.25</u>
Total	3.00

If the remainder of the Sisters' property becomes available in the future, it should be purchased for park expansion and, possibly, housing for the elderly.

Consistent with the recommendations of the Open Space Element, the City should acquire the McKenzie property on Permanente Creek at Miramonte Avenue and Portland (4.5 acres) for a park, taking maximum advantage of the fine trees along the creek.

1. Space standards recommended by the California Committee for Recreation, Park Areas and Facilities.

Land acquisition, estimated at \$320,000 for the 8 acres (not including the one acre branch library site), would be the major cost associated with these projects. Installation of four lighted tennis courts, parking, and landscaping on "Costello Island" would cost \$81,000; development of a recreation park on the Medical Missionary Sisters' site would cost \$105,000; and landscaping and facilities for senior citizens' recreation on the McKenzie property would cost about \$70,000. Total cost would be about \$576,000.

Even were the City to implement these recommendations, a slight imbalance would exist with respect to the distribution of park and recreation areas. The northern portion of Los Altos, containing half of the population, would have about 60 per cent of the space, and the southern portion would have the remaining 40 per cent. About 10 additional acres would be needed in the southern area to correct this imbalance. Both Grant and Montclair Schools occupy strategic locations, and either could fulfill this need. Although the Cupertino Union School District has no plans to dispose of either school site at the present time, both schools are functioning at 60-70 per cent of design capacity, and District-wide enrollments are expected to continue to decline at the rate of about 600 students per year. Because the schools are relatively close together, it is reasonable to expect the District to declare one or the other surplus within the next 10 years. If this were to occur, the City should consider acquiring whichever site becomes available for an additional neighborhood recreation park.

Libraries

The Library is located in the southwest portion of the Civic Center in a 10,000 square foot building on a site of about two acres, including space used for parking and generous amounts of landscaping. The building is owned by the City, but is leased and operated by the County Library District. The facility is well located to serve the residents in the northern portion of the City, but is not convenient for residents in the southern part.

Plans call for the Library to be enlarged, and for a new branch facility to be built on a site in south Los Altos. Although the Library District has proposed that space in the present building be doubled (10,000 square feet of new space), and that the new branch library contain 10,000 square feet, current City thinking is that an additional 5,000 square feet of space in the main Library and a similar amount in the branch will meet local needs.

The present site is large enough to accommodate the 5,000 square foot addition, but relatively few sites are available for the southern branch. Using standards set by the main Library, a site of about 35,000 square feet would be needed for the branch, including parking and landscaped areas.

A site near the intersection of Grant Road and Fremont Avenue would be an appropriate location for a branch library to serve south Los Altos. Available sites in this vicinity include a City-owned parcel on the northeast corner of Grant Road and Fremont Avenue and a portion of the Medical Missionary Sisters' property. Less central, but accessibly located are the City-owned parcel on Grant Road near Newcastle Drive formerly occupied by the "Annex" community building and a portion of the McKenzie property on Miramonte Avenue.

The 37,000 square foot City-owned property at Grant and Fremont will be reduced to 30,000 square feet or less when land needed for street widenings is taken. Although the library still could be accommodated on the site, space standards would not be consistent with the pattern set by the main Library, and traffic noise and access to parking at the busy intersection would be problems. The Medical Missionary Sisters' site would be appropriate, but it is recommended for development as a neighborhood park-playground, and the noise of active recreation might disturb library users.

Both the Annex and the McKenzie property would be suitable sites for the branch library. Approximately 34,000 square feet of land is available at the Annex, and an acre or more could be developed for library use on the McKenzie property. Noise from Foothill Expressway traffic might disturb readers if the library were located on the Annex site, but in other respects, the site is suitable. The McKenzie property would afford the opportunity to construct the library in a park setting with generous space standards. The proposed open space-passive recreation use of the remainder of the property and the scenic backdrop provided by the trees along Permanente Creek would lend an appropriate air of serenity.

Costs of the library projects include \$140,000 for constructing an additional 5,000 square feet of building and associated parking at the Main Library; and \$40,000 for acquisition of one acre of land and \$150,000 for a 5,000 square foot building and associated parking and landscaping for the branch library. Total cost would be \$330,000. Consistent with present policy, the cost would be covered by lease payments from the County Library District; so there would be no net cost to the City.

Fire Stations

The Los Altos Fire Department provides fire protection services for a 24 square mile area which includes the incorporated City (6 square miles), and the Town of Los Altos Hills plus adjoining unincorporated areas (18 square miles). The latter area comprises the Los Altos County Fire Protection District. Costs for fire protection are shared by the City and the District on a two to one basis which is based on the ratio of the assessed valuations of the two areas.

The Department operates three stations. Sequoia (Headquarters) Station is located on a site of slightly less than an acre on San Antonio Road at Almond Avenue. The station houses two engine companies and a reserve unit, and is manned by three platoons comprising 17 men. The Department administrative and clerical offices are located on the site. Loyola Station is located on a 13,000 square foot site on Fremont Avenue at Manor Way. It houses an engine company manned by three platoons of three men each. Additional space is needed at Loyola to enable the Department to conduct outdoor training programs, and for hose laying and drying. A one acre site with two old residences adjoining to the north, between the Fire Station and the Municipal Service Center, should be acquired for shared use by the Department and the Service Center. The rear half of the property appropriately could be used by the Fire Department. The purchase price of the entire site is estimated at \$70,000.

Sequoia and Loyola Stations' principal responsibility is to serve the city, but both provide back-up for calls originating in Los Altos Hills and the unincorporated areas. Response time (time elapsed from the initial call to arrival at the scene) in the respective service areas is 3-6 minutes for Sequoia, and 4-6 minutes for Loyola. The differences reflect service area size, traffic conditions, and other factors.

El Monte Station is located at Foothill College, and has principal responsibility for the Town of Los Altos Hills and the unincorporated areas comprising the remainder of the Fire Protection District. In addition to the back-up provided by the other two Los Altos stations, both the Palo Alto and Stanford Fire Departments, and in some cases, the Woodside Fire Department respond to calls. The station houses an engine company and a rescue vehicle manned by three platoons of three men each, assisted by four student firemen from the College. Because of the large size of the service area, the hilly terrain, and the relatively sparse road system, response time is 6-8 minutes except

for a small, non-contiguous area at the extreme southwest end of the District (Los Trancos Woods) where the response time is 11-15 minutes. Here the Woodside Fire Department provides back-up service, and generally is the first to arrive at the scene. Logically, Los Trancos Woods should be served by Woodside, but that Department is in San Mateo County. Both the Stanford and Palo Alto stations also are closer, but responsibility has been assigned to Los Altos by the Board of Supervisors because it is the closest County Fire Protection District.

All areas served by the Los Altos Fire Department have an adequate fire protection water supply system (except Los Trancos Woods) provided by the California Water Service Company, North Los Altos Water Company, or Purissima Hills County Water District. There also are a total of 45 privately owned hydrants in service. Unincorporated Los Trancos Woods has no public water supply system, and the Department must rely on 500-600 gallons carried in truck tanks, and on private wells to protect this area.

All City fire protection facilities and equipment are in "good" to "excellent" condition. Except for additional area needed at Loyola Station, fire station sites and buildings are adequate, and the stations are well located within their service areas. A fourth station might be needed in the future if a significant amount of development occurred in the southwest portion of the Fire Protection District, but the site would be outside the Los Altos Planning Area.

Civic Center

Los Altos' Civic Center occupies a choice 9.2 acre site on San Antonio Road opposite West Edith Avenue, providing an ideal relationship with the hub of business activities in the Triangle. Space standards on the site are extremely generous, with existing buildings occupying slightly more than 7 per cent of the property, and driveways and parking occupying about 25 per cent. Much of the original orchard on the site has been preserved. The City Administration Building, Library, Youth Center, and Police Station are located on the site, and the old Smith residence, on the southeast corner, is to be converted to a museum. Planned future buildings, including the Library addition and a Council Chamber building, will increase coverage to only about 11 per cent.

By function, the Civic Center site will be utilized as follows:

<u>Function</u>	<u>Building Area (Square Feet)</u>	<u>Site Area (Acres)</u>	<u>Coverage (Per Cent)</u>
Administration			
Present building	7,100)	2.8	
Future Council Chamber	8,000)		
Library			
Present building	10,000)	2.6	
Future addition	5,000)		
Youth Center	4,200	1.1	
Police Department	7,300	1.9	
Museum (Smith residence)	<u>1,100</u>	<u>0.8</u>	
Total			
Present buildings	29,700)	9.2	7.4
Future buildings	<u>13,000</u>)		3.2
	42,700	9.2	10.6

Of the City's 114 employees, 49 are housed in offices on the Civic Center site as shown on the following page.

Although no set of space standards is designed to fit every situation, a considerable amount of research has been given the subject by the Urban Land Institute, the National Office Management Association, and others in the field. Although mainly geared to private business, the standards also are applicable to public office buildings. The generally accepted standard for optimum efficiency is an average of 250 square feet of office space per person.¹ The figure for administrative offices that are heavy on clerical staff is 165 square feet, and for offices that are heavy on executives, 337 square feet per person. The

1. Urban Land Institute, Technical Bulletin 65, 1970.

<u>Building</u>	<u>Professional/Technical</u>	<u>Clerical</u>	<u>Total</u>
Administration			
Administrator	1	1	2
Finance	2	2	4
Engineering	6	1	7
Planning, Building	2	-	2
Recreation	2	-	2
Central Services	<u>-</u>	<u>4</u>	<u>4</u>
Subtotal	13	8	21
Police			
Department Staff	22	1	23
Communications Center	<u>5</u>	<u>-</u>	<u>5</u>
Subtotal	27	1	28
Total Employees	40	9	49

recommended standards intentionally are somewhat generous in order to provide a built-in expansion factor, to contribute to employee morale, and to promote efficiency and work output.

In the Administration Building, the split by function is about 40 per cent clerical and 60 per cent administrative. Present space per employee is 338 square feet, significantly more than either the recommended average standard of 250 square feet or the more specific functional standard of 268 square feet based on the clerical-administrative split. However, the floor area includes the flexible central space now used for Council and Commission meetings. The Police Department is highly specialized in that it operates on three shifts, with a maximum of 12 employees on duty during the day shift when Detective Bureau personnel are present. On this basis, the space allocation for the heaviest shift is more than 600 square feet per person.

The present City administrative policy is to keep the municipal staff relatively small, commensurate with work load. Assuming the continuation of this policy,

increased staff needs would be directly related to increased municipal service demands. The present staff serves about 8,100 households in the City. An estimated 400-500 additional units are likely to be built within the present City limits. If annexed, adjoining unincorporated areas, now roughly 80 per cent developed, would add about 400 units when the vacant parcels were built on. The total gain would range from 800-900 units, or about 10 per cent over 1973 levels. If the City staff were to be expanded proportionately, 2 or 3 new employees would be added in the Administration Building, and 1 or 2 would be added to the day shift of the Police Department. Assuming the maximum number, there would be 295 square feet of space per person in the Administration Building, and 520 square feet in the Police Building. Consequently, except for the planned Council Chamber Building, no additions to either the Administration Building or the Police Building will be needed, assuming continuation of the present level of City services.

The planned Library addition (5,000 square feet) and the Council Chamber Building (8,000 square feet) easily can be accommodated on the Civic Center site. Parking for the Library addition should be shared with the museum in the Smith house. The 25-30 new spaces needed could be provided by extending the present lot east of the Library northward, and by adding a parking area at the south of the residence. However, care should be taken to avoid removing any of the large oak trees.

The need for a municipal auditorium has been considered by the City staff. The Foothill College auditorium (1,000 seats) now can be rented for special events. One possibility would be for the City to purchase the Los Altos Theater, making it available for community use during the week and perhaps leasing it to a commercial film exhibitor on weekends. Another alternative would be to build a small auditorium (200 or 300 seats) on the Civic Center site in lieu of the planned Council Chamber building, to be utilized both for official meetings and for community events. Needed parking would require removing much of the remaining orchard. However, the Residents' Opinion Survey indicated that only about 20 per cent of the respondents consider an auditorium to be needed. The low priority given this project probably stems from the rich programs of entertainment and cultural offerings available at Foothill College, Stanford University, and Flint Center in Cupertino.

No expansion of the Civic Center site will be needed for municipal functions in the foreseeable future. Costs of planned Civic Center improvements include \$5,000-10,000 to remodel the Smith residence for its historical museum function and about \$200,000 for the new Council Chamber Building if the City decides to proceed with that project.

Municipal Service Center

The Municipal Service Center shares a 6.9 acre site with McKenzie Park on Fremont Avenue east of Springer Road. Occupying 2.7 acres, the Service Center is headquarters for all Public Works maintenance operations, including streets, sewers, parks, and municipal buildings. The garage services all City vehicles and equipment, Police and Fire Departments included, and the warehouse provides storage for supplies and equipment of all City departments.

The principal building contains 4,000 square feet, including 1,000 square feet of warehouse space, and the shop building contains an additional 1,000 square feet. A small storage and utility shed also is located on the site. A full-time work force of 25 is employed at the Service Center, and as many as 15 more frequently are employed on a part-time basis or under federally financed public employment programs. Composition of the full time staff is as follows:

<u>Department</u>	<u>Number of Employees</u>
Administration (includes mechanics)	4
Streets maintenance	6
Parks maintenance	9
Buildings maintenance	2
Sewer service	<u>4</u>
Total	25

The facility is well screened from the adjoining park by a high fence and attractive landscaping. Current space needs include enlargement of the vehicle repair shop and additional warehouse space, both of which easily could be accommodated on the present site. The Capital Improvements Program in the City's 1973-74 Budget calls for expenditure of \$15,000 per year over the next five years for Service Center improvements. Increased service demands resulting from new development in the City and/or from annexation of adjoining unincorporated areas could cause an increase of 2 or 3 on the full time work force, and 1 or 2 on the part-time force, but these persons also could be accommodated without enlarging the present site.

The parking areas provide a total of about 55 spaces, but these are shared with McKenzie Park users. Although adequate at most times, spaces intended to be used for employee and visitor parking at the Service Center sometimes

are preempted when recreation activities draw large crowds. Further, access to both the park and Service Center parking areas is shared, creating minor traffic conflicts and posing a hazard to young park users.

The portion of the adjoining property to the south not needed to accommodate enlargement of the Loyola Fire Station site would provide for 50 or more parking spaces with exclusive access, mainly for Service Center use but also available for overflow demands resulting from special recreation programs. Adequate area also would be available for landscaping or other Service Center needs.

Costs of Municipal Service Center projects include \$75,000 for building expansion currently programmed, and \$60,000 for the Service Center's share of the acquisition cost of the adjoining property to the south and development of 50 parking spaces.

Recommended Community Facilities Policies

The following policies are recommended to ensure that an adequate system of community facilities and services is provided for present and future Los Altos residents.

1. The City and the school districts serving Los Altos should cooperate in formulating plans for continued operation of those schools best located and equipped to meet continuing public education needs, and in disposing of surplus sites. The City should be given first opportunity to purchase surplus school sites.

The Los Altos School District should be encouraged to undertake the detailed studies needed to reach a decision on the best location for a District Administration Building.

2. The City should continue to support a high level of recreation services and augment the present program to promote the health and well being of residents and to optimize the use of leisure time. Needed additional park, recreation, and community center facilities should be provided by acquiring and developing strategically located surplus school sites as they become available, as well as some smaller parcels distributed throughout the community. Projects should include the types of facilities identified in the Residents' Opinion Survey and earlier studies as being most important to Los Altos residents.

3. A high level of library service should be maintained by providing the additional space needed at the main Library, and by constructing a branch library on a site convenient to residents of south Los Altos.
4. The City and the Los Altos County Fire Protection District should continue to provide a high level of fire protection by ensuring that adequate sites and facilities are provided at all of the fire stations.
5. Other city services should be maintained at an adequate level by ensuring that a staff sufficient to handle the work load is employed, and that the facilities at the Civic Center and at the Municipal Service Center are sufficient to meet present and future needs.

Recommended City Action Program

The following action program is recommended in order to implement the policies listed above.

1. As an alternate to its present plan to convert Egan School (grades 7-8) to a K-6 grade school, and to close both Santa Rita and Portola Schools (grades K-6), the Los Altos School District should be urged to keep Portola School in service, and to dispose of Santa Rita and Egan Schools. The City should acquire Egan School (see below), and Santa Rita School should be sold for residential development, possibly including subsidized housing for the elderly or families.
2. Following detailed space needs studies, the Los Altos School District should be urged to give serious consideration to using the District-owned site adjoining Hillview School for its new Administration Building. If this site finally is selected, design of the Administration Building should be coordinated with the design of the adjoining Civic Center.
3. The City should acquire Egan School for development as a major park-recreation/community center. In addition to about half of the present building space and all of the recreation facilities that are usable without change, the minimum improvement program should include remodeling the remainder of the buildings for community center use, constructing four lighted tennis courts, and providing five additional acres of park, playground, and general recreation area. Up to four acres along the south edge of the site might be made available for subsidized housing for the

elderly. Alternatively, if Egan School is not available for purchase, the City should consider leasing all or a portion of the site for recreation use. If no school site becomes available for a community center, the possibility of accommodating this function on the Civic Center site should be studied.

4. To serve residents in south Los Altos, "Costello Island" (1.5 acres) should be acquired for tennis courts, play apparatus, and landscaping.
5. Three acres of the Medical Missionary Sisters' property should be secured for a small neighborhood park-playground. If the remainder of the Sisters' property becomes available in the future, it should be purchased for park expansion and, possibly, housing for the elderly.
6. Three and a half acres of the McKenzie property on Permanente Creek at Miramonte Avenue and Portland should be acquired for a landscaped park with facilities for passive recreation.
7. If either Grant or Montclair School becomes available, the City should consider acquiring the site for an additional neighborhood recreation park to augment the facilities available to south Los Altos residents.
8. The City should monitor plans of the present owners of the Los Altos Country Club, and if the site is put on the market, be prepared to make a decision with respect to acquiring and operating it as a municipal golf course.
9. The City should program the construction of 5,000 additional square feet of space in the main Library, and should extend the parking area to provide 25-30 additional spaces to be shared with the historical museum.
10. Concurrently, construction of a 5,000 square foot branch library should be programmed, to be located in south Los Altos.
11. The City should acquire the one-acre property located between Loyola Fire Station and the Municipal Service Center for shared use by the two municipal facilities.
12. In connection with Civic Center improvement projects, the City should program the improvements needed to remodel the Smith residence for a historical museum.
13. The need for the planned 8,000 square foot Council Chamber Building should be evaluated.

14. At the Municipal Service Center, needed enlargements of the vehicle repair shop and the warehouse and additional parking should be programmed.

HOUSING ELEMENT

Living in Los Altos is living in a large recently built, attractive and expensive home on a pleasant residential street, on grounds thick with shrubbery and removed from excessive noise and traffic. Over the past 25 years the apricot orchards in this part of northern Santa Clara County have been divided into quarter-acre lots and developed into small subdivisions of tract and custom built houses. Large tracts of look-alike housing are uncommon in Los Altos. Even where neighboring houses were built from the same floor plan, exterior design details, the addition of landscaping, an extra bedroom, or new paint or siding have effectively camouflaged their sameness. Since the early fifties the City has followed policies intended to preserve and enhance a pleasant residential environment. These policies have been successful, making Los Altos a very desirable community in which to live. The sharp rise in housing values in recent years demonstrates that families are increasingly willing to pay a premium for a Los Altos address.

Housing Stock

Since 1960 approximately 1,180 new dwellings have been added to the single family housing stock, bringing the total number of single family units to 7,000 in 1970. Because Los Altos has grown up in the recent past, few units are more than 20 years old, while two-thirds were built between 1950 and 1965. The large size of many homes (median number of rooms is 6.3), their modern design, and their attractive setting contribute to their high value. The median value of an owner occupied unit in 1970 was \$41,600, and since then value has increased an estimated \$5,000-\$7,000.

Table 2. LOS ALTOS HOUSING STOCK, 1970

	Owner Occupied Units	Renter Occupied Units
Number of units	6,500	1,200
Percentage of all units	84%	16%
Median value/rent	\$41,600	\$192/mo.
Median number of rooms per unit	6.3	4.3
Median household size	3.2	2.1
Median family income	\$18,860	\$10,650
Number of single family units	6,300	700

Table 2 (cont.)

	Owner Occupied <u>Units</u>	Renter Occupied <u>Units</u>
Units in structures with 2 or more units	200	500
Percentage of units with more than 1.01 persons per room	1.5%	2.6%
Vacancy rate	0.7%	1.9%

Total units: 7,700

Per cent single family : 91%

Source: U. S. Census, 1970.

High family incomes match the high values of the houses. Ninety per cent of single family units were owner occupied, and the median annual income of the occupants was \$18,860. Twenty-seven per cent of the housing stock was valued at more than \$50,000, and families living in those units typically earned over \$25,000 annually. Lower priced units correspondingly were occupied by families with lower incomes. Table 3 illustrates the distribution of incomes and housing values.

Table 3. OWNER OCCUPIED UNITS BY INCOME AND UNIT VALUE

<u>Household Income</u>	<u>Under \$20,000</u>	<u>\$20,000- \$24,999</u>	<u>\$25,000- \$34,999</u>	<u>\$35,000 and over</u>
Less than \$5,000	47 units	75 units	175 units	237 units
\$5,000-\$9,999	14	58	231	294
\$10,000-\$14,999	23	92	466	616
\$15,000-\$24,999	0	80	531	1,803
\$25,000 or more	0	16	139	1,286
Total	84	321	1,542	4,236
Median income	Less than \$5,000	\$11,494	\$13,916	\$20,385

Source: U. S. Census, 1970, Special Fourth Count Tabulation.

Family size has been decreasing nationwide in recent years. In Los Altos it declined from 3.5 in 1960 to 3.2 persons per owner occupied dwelling in 1970. The large Los Altos houses combined with decreasing family size have made over-crowding rare. Fewer than two per cent of the owner occupied units have more than one person per room (the standard for moderate crowding), and in these units the rooms typically are spacious, thus minimizing the severity of overcrowding.

Los Altos is not exclusively a community of single family detached houses. Approximately 700 dwelling units are in structures containing two or more units, and over half of these are in structures with five or more units. The apartment units are concentrated in the northern section of the city, either in the vicinity of the Triangle or near El Camino Real. The majority of the units in multi-family structures are rented (500 units), although some are owned as condominiums or by a resident owner-manager. A large number of rental units are single family houses (700).

Rental units typically are smaller than owner occupied units, averaging 4.3 rooms, and many rental units were built prior to 1950. The vacancy rate among rental units is low – only two per cent were available for rent when the Census was taken. Strong demand for these units has contributed to their high cost. The median rent is \$192 a month, but one-fourth rent for over \$250. Incomes typically are lower among renters than among home owners. Half of the families living in rental units earn less than \$11,000 annually, compared to the \$18,860 median in owner occupied units. The elderly (aged 65 or older) occupy 27 per cent of the rental units, and two-thirds of these elderly persons live alone. Most rental units are occupied by one and two person households, although three and four person households occupy 26 per cent of rental units. Despite the smaller size of families occupying rental units, a somewhat higher percentage of these units are overcrowded (2.6 per cent). Because rental units typically are less spacious than owner occupied units, this evidence of crowding cannot be over-looked. The scarcity of rental units generally, and the scarcity of large units combined with their high cost have led families to sacrifice space in order to live in Los Altos.

Table 4. RENTAL UNITS BY MONTHLY RENT AND INCOME

<u>Household Income</u>	<u>Less than \$100</u>	<u>\$100-149</u>	<u>\$150-199</u>	<u>\$200 or more</u>
Less than \$5,000	37	9	37	62
\$5,000-\$9,999	43	44	59	144
\$10,000-\$14,999	4	44	103	152
\$15,000-\$24,999	-	15	14	175
\$25,000 or more	-	5	15	87
Total	84	117	228	620
Median income	\$5,536	\$10,056	\$10,145	\$13,125

Source: U.S. Census, 1970, Special Fourth Count Tabulation

Amidst the expensive modern homes and the high rent apartments are scattered a small number of low value single family houses and a few low rent apartments. Among these lower value units are aging former farm houses, units built quickly and cheaply during World War II, guest cottages converted to year-round living units, neglected houses in an advanced state of deterioration, and non-conforming apartments in large residences. Many of these units are situated on the fringe of commercial areas or in multi-family zones awaiting conversion to more profitable uses. The Census counted 85 owner occupied units valued at less than \$20,000 and 80 rental units with rents below \$100 per month. An additional 320 units were in the \$20,000 to \$25,000 price range. These units presently serve Los Altos' low and moderate income households. The following definitions apply to the terms "low income" and "moderate income" as they are used in this report:

Low income households: Households whose adjusted net incomes are below the maximum for eligibility to occupy units operated by the Santa Clara County Housing Authority. The limit for a family of two is \$4,250 per year and for a family of four, \$5,250 per year.

Moderate income households: Households whose adjusted net incomes are above the Housing Authority income limit but below

the maximum for eligibility to occupy units constructed under the federal moderate income housing programs (Sections 235 and 236). The range limit for a family of two is \$4,250 to \$5,740 and for a family of four, \$5,250 to \$7,090.

Of the inexpensive units, 56 per cent serve families with annual incomes below \$10,000 and 33 per cent are occupied by households with incomes below \$5,000. Increasing land and housing values are exerting pressures on these inexpensive units. Those which are located in commercial and multi-family zones are likely to be converted to another use or demolished to make way for new buildings in the near future. Extensive renovation may convert others to more expensive homes. The elimination of these lower priced units, many of them considered eyesores by the general public, would wipe out the already limited stock of housing units available to Los Altos' small low and moderate income population.

Even though Los Altos is a mature community with land available for only 200 or so new homes, some change in the physical character of the city is likely to occur. In the next 15-20 years, deterioration may become apparent in a few of the older residential areas. Certain types of houses may become too expensive to maintain or may become obsolete for future living styles, thus providing little incentive for periodic maintenance. Pockets of such houses are not expected to be large or even to deserve the term "blighted", but they will open new possibilities for redevelopment. Today, only a few such areas exist, such as the Dolores-Loraine area near Loyola Corners and Chester Circle, and these already have invited proposals for redevelopment. When redevelopment occurs, and it is likely to come slowly, it will be in response to pressures caused by changing family sizes, ages, incomes, and living styles in Los Altos.

Rising housing prices and rising land values already have exerted their influence on housing patterns. The suburban townhouse or condominium has managed to cut some of the costs of development enough to offer home ownership to families that cannot afford the \$60,000-\$70,000 prices now being asked. This type of housing also appeals to families seeking the tax advantages of home ownership without the burdens of grounds maintenance. Many townhouse developments offer recreational facilities which are too costly for the average single family home owner. Condominiums in Los Altos are not inexpensive, but they generally have sold for somewhat less than the typical single family home.

Pressures for higher density housing have been felt from time to time. Applications for rezoning have been heard by the City Council occasionally, but multi-family areas have not been permitted to expand greatly. Nevertheless, such proposals are likely to become more frequent in future years because only demolition and redevelopment will provide the land needed for new construction, and the cost of construction on redeveloped land typically is prohibitive without an increase in the permitted density.

Changes in the age and type of resident also are exerting pressure on the housing stock. The city is increasingly populated by older households whose children have left home. These families typically seek smaller units with less of a maintenance burden. Many would prefer not to move from Los Altos to find such housing. Apartments, cooperatives, condominiums, or smaller single family houses with small yards are attractive to this segment of the population. If these kinds of housing become appealing to a growing proportion of the citizenry, opposition to future proposed zoning changes might be less adamant. The Residents' Opinion Survey revealed that 80 per cent of the residents prefer single family neighborhoods where most of the houses are owner occupied, that 68 per cent would oppose the construction of apartments and townhouses if a population increase were to result, and that only 40 per cent would favor additional low rise apartments along San Antonio Road and the Foothill Expressway. Obviously, sentiment against change in the community runs high today, but this should not prevent consideration of possible change in the future and how such change might best be accommodated.

The Disadvantaged in the Los Altos Housing Market

Nationwide, minority racial groups and the elderly living on fixed incomes generally have suffered most from rising housing prices and low vacancy rates. Few minority group members live in Los Altos, mostly because of high housing prices. The less than 350 Spanish American families residing in Los Altos cannot be considered disadvantaged. Their median income is \$17,500, or only \$1,000 lower than the median income for the entire city. No Spanish American families were included among those classified as below the poverty level by the Census. Approximately 80 per cent of the Spanish American families own their own home, and 63 per cent of these homes are valued at more than \$35,000. Consequently, it can be concluded that Los Altos' Spanish American population belongs to the economic mainstream of northern Santa Clara County.

There were 24 Negro households in Los Altos in 1970. Their median income was \$12,500, or \$6,000 lower than the median income for the city. Because of their small number, little additional information is available about their social or economic characteristics, or about the type or cost of the housing units they occupy. However, it safely can be assumed that these families typically spend a higher proportion of their incomes on housing than most Los Altos because of their lower incomes.

Many of the couples who purchased a home in Los Altos in the mid-1950's are reaching 65 years of age. Many older residents are finding that their houses have become unsatisfactory, either because the physical effort of maintaining a large house is too great or because retirement incomes are too low to pay the cost of maintenance, taxes, and remaining mortgage payments while leaving an adequate surplus for other necessities. Some out-migration of older residents is apparent. Approximately 10 per cent of the respondents to the Residents' Opinion Survey aged 60 or older indicated definite or tentative plans to move from Los Altos. Approximately 22 per cent of the respondents aged 50 to 60 also mentioned an interest in moving, and three-fourths of these did not plan to move within the next five years, but would wait until they retired, presumably. However, the majority of the elderly and those approaching retirement plan to remain in Los Altos if they can find housing suitable for their advancing age and limited income.

Approximately 15 per cent of Los Altos' household units are occupied by families whose head is 65 or older. About half (58 per cent) of these elderly households are husband-wife families; the remainder are persons living alone (35 per cent) or families with only the husband or the wife present (7 per cent). Of the elderly families, 88 per cent live in their own home and have a median income of \$10,700. The 12 per cent living in rental units have a median income of only \$6,600. Approximately 180 elderly husband-wife families have incomes below \$5,000, and another 150 have incomes between \$5,000 and \$10,000. About 39 per cent of the primary individuals (persons living alone) are elderly. An estimated 170 have incomes below \$5,000, and another 120 have incomes between \$5,000 and \$10,000. Elderly families with only the husband or the wife present earning below \$5,000 number 20, and those with incomes between \$5,000 and \$10,000 number 25. A total of 370 disadvantaged elderly households (with incomes below \$5,000) live in Los Altos, and 305 additional elderly families have incomes between \$5,000 and \$10,000. Of these, an estimated 290 households (those earning less than \$4,250) would qualify for low income housing and 135 (those earning \$4,250-\$5,740) for moderate income housing on the basis of their incomes. (See Table 5.)

However, many of these families own assets which make them ineligible for subsidized housing. Many of the 240 low income home owners live in houses valued at more than \$40,000. Those who have lived 10 years or more at the same address (approximately 50 per cent) can be expected to have a substantial equity in their homes. Because of inflation, the original loan on the home typically represents a small proportion of its present value. Monthly payments are likely to be low (less than \$125 per month). Taxes may be as high as \$100 per month, but the State Property Tax Relief Program for the elderly will reimburse up to 80 per cent of the local property taxes paid on the first \$7,500 of assessed value by those in the lowest income bracket. Thus, many low income elderly can afford to remain in their own homes. For the person who does not wish to stay in a large, maintenance-demanding house, the sale of the house would make possible the purchase of a smaller house or condominium. The problem faced by a low income elderly home owner whose house is worth four or five times the amount of the outstanding loan can be defined as a lack of suitable substitute housing in Los Altos rather than insufficient financial resources.

Elderly homeowners who live in recently purchased homes cannot be described as so fortunate. They typically are obligated to make high monthly mortgage payments. Should they sell their home, they will retain only a small portion of the proceeds of the sale, usually an amount insufficient to enable them to find suitable alternative housing at a low monthly cost. However, because mortgage payments are fixed and home owners can take advantage of the property tax relief program, those with limited incomes are not subject to the unpredictable and rapidly rising housing costs which plague renters. It is estimated that 160 elderly home owners live in Los Altos with incomes below \$5,000 without significant equity in a house.

Many elderly low income households who rent are paying 30 per cent or more of their incomes for housing. They are subject to ever increasing rent levels, while they are likely to be living on fixed incomes from Social Security or pensions. These renters and the home owners without significant equity constitute the elderly households least adequately served by the Los Altos housing market.

The demand for alternative housing among Los Altos' elderly was studied by the Senior Citizens Housing Committee in the spring of 1972. Residents over 50 years of age were asked about their interest in moving to retirement housing and their preference for the type of housing and services available. The report issued by the Committee found that 32 per cent of the respondents

had or expected to have at retirement an income of \$600 per month or less. Almost one-fourth of the respondents indicated an interest in moving to retirement housing, and the great majority (75 per cent) expressed a preference for remaining in Los Altos. Yard care and house cleaning were among the services most sought by those indicating an interest in retirement housing. Using the data furnished by the survey, the Committee applied the results to the total number of persons over 62 years of age and concluded that if retirement housing were available in Los Altos today, there would be a demand for 149 units and that 52 of the units would require subsidy to provide housing for those with incomes under \$600 per month.

The elderly are not the only low income residents of Los Altos. The Census was taken at a time when severe cutbacks were occurring in employment in northern Santa Clara County's electronics industries. Consequently, many families were without a source of income, despite previous high earnings which had enabled them to purchase expensive homes. While unemployment posed severe difficulties for some families, for many the problem was temporary and was solved by re-employment in the same industry, by retraining for a new job in the Mid-Peninsula area, or by moving to a new location for another job. Other families can be counted among the temporary low income, such as those experiencing a change of circumstances due to the death of a wage earner or the dissolution of a marriage. Like the temporarily unemployed, these families may face large mortgage payments which they are unable to meet. If their income remains low over an extended period, they may be forced to move; and if they do, they are likely to leave the city because less expensive housing generally is not available.

Other low or moderate income families cannot be specially categorized. They simply have less money than most Los Altos residents. Families whose limited income must meet rising rentals or whose income has permanently dropped despite fixed mortgage payments are not well served by the Los Altos housing market.

Among those considered disadvantaged in Los Altos are 500 non-elderly families earning less than \$5,000 annually. Some of these families were experiencing temporary financial hardship when the Census was taken and thus would not be likely to qualify for housing assistance. It can be assumed that those living in houses worth more than \$35,000 fall in this category, plus an estimated one-fourth of the remaining low income households. In addition, there are 75 families earning between \$5,000 and \$10,000 annually, paying

over 30 per cent of their income for rent, a proportion that housing experts generally agree is unreasonably high. In all, approximately 300 non-elderly Los Altos households can be assumed to need some form of housing assistance.

TABLE 5. ESTIMATE OF DISADVANTAGED HOUSEHOLDS IN LOS ALTOS

<u>Elderly Households</u>	<u>Home Owners</u>	<u>Renters</u>
Income below \$5,000 per year	300	70
Husband-wife family 180		
Single individual 170		
Single male or female		
head of household 20		
<u>370</u>		
 Owning home valued over \$35,000	 -30	
 Have substantial equity in home	 -140	
	<u>130</u>	<u>70</u>
 Earning \$5,000-10,000, but paying over 30% of income for rent		20
Elderly sub-total	<u>130</u>	<u>90</u>
 <u>Non-elderly Households</u>		
Earning less than \$5,000 per year	300	200
 Owning home valued \$35,000 or more	 -200	
	<u>100</u>	<u>200</u>
 25% temporarily in low income category	 -25	-50
	<u>75</u>	<u>150</u>
 Earning \$5,000-10,000, but paying over 30% of income in rent		75
Non-elderly sub-total	<u>75</u>	<u>225</u>
<u>Total Households</u>	<u>205</u>	<u>315</u>

Source: Livingston and Blayney, based on U.S. Census, 1970 Special Fourth Count Tabulations.

Sub-regional Housing Needs

The housing problems associated with large central cities such as delapidation of units, inadequate plumbing and kitchen facilities, and severe overcrowding are unheard of in Los Altos. The only housing "problem" which can be found is the high cost of shelter. The high cost of housing is not entirely the result of chance. Los Altos has striven to provide a pleasant living environment for its residents by requiring spacious lots, limiting the extent of its commercial areas, and prohibiting industry. That such policies would result in an increasingly exclusive community was not entirely unforeseen 20 years ago. Land was ample and a high volume of housing was being built. However, by 1960 the median value of an owner-occupied dwelling in Los

TABLE 6. COMPARISON OF HOUSING PRICE DISTRIBUTION

	<u>Los Altos</u>	<u>Palo Alto</u>	<u>Mountain View</u>	<u>Santa Clara County</u>
<u>Owner-occupied</u>				
Under \$15,000	.3%	.9%	2.3%	3.6%
\$15,000-19,999	1.3	3.4	9.8	12.6
\$20,000-24,999	5.4	12.8	20.3	25.8
\$25,000-34,999	24.6	36.9	44.7	35.2
\$35,000-49,999	41.4	30.3	18.1	16.0
\$50,000+	26.9	15.7	4.9	7.0
Median	\$41,600	\$33,900	\$28,900	\$27,300
<u>Rental Units</u>				
Under \$80	6.3%	5.5%	3.0%	8.4%
\$80-99	4.2	6.2	3.7	7.8
\$100-120	5.2	10.2	7.3	11.8
\$120-149	9.6	21.0	29.5	28.3
\$150-199	29.4	29.0	39.8	30.6
\$200-249	18.8	14.3	12.4	9.2
Over \$250	26.5	13.9	4.1	4.0
Median	\$192	\$162	\$158	\$143

Source: U. S. Census, 1970

Altos was \$4,000 to \$10,000 higher than the median in neighboring Mountain View, Palo Alto, and Cupertino. The only community in the vicinity with a higher median value was Los Altos Hills. Similarly, the 1970 Census revealed that no alteration in this pattern had occurred. Table 6 compares the distribution of housing values in Los Altos with those of Palo Alto, Mountain View, and Santa Clara County as a whole.

Some families spend a high proportion of their incomes on housing, while other families leave the city when their financial status no longer can support the prices demanded by the Los Altos market. However, most families do not move to Los Altos if they cannot afford the high purchase prices or rents. Today, in order to have a reasonable chance of finding a house it can afford, a family must earn \$20,000 per year, or to find an apartment within its means, \$10,000 per year. Thus, on the whole, economic selectivity has matched incomes with housing costs remarkably well. Those with ample incomes are well-housed in Los Altos. Still, the high cost of housing produces hardships for moderate income Los Altos families and has created an economically stratified community. Indirectly, Los Altos housing costs contribute to the concentration of poorer families in other parts of the county. Segregation of the poor reduces economic mobility, lessens opportunities for advancement, and reinforces the cycle of poverty. Thus, the Los Altos "housing problem" must be viewed in the larger context of the housing problems of the entire San Jose metropolitan area.

The Santa Clara County Planning Department has studied intensively the supply and adequacy of housing in the County. In the Joint Housing Element: 1971 the County reported sharply rising housing prices, a scarcity of low and moderate priced units, and a widespread pattern of economic segregation. The Planning Department also noted the efforts which had been made to ease the housing shortage for low and moderate income families. San Jose led the county by far in the number of units specifically built for the economically disadvantaged. Other communities, including Mountain View, Campbell, and Milpitas, which similarly had responded to the housing problem could point to developments in their communities serving low or moderate income families or elderly households. However, subsidized family units, particularly those built in San Jose, frequently have been located in areas with high concentrations of low income families and with racially and economically imbalanced schools.

Consequently, the County Planning Department developed a "fair share" housing plan called Production Objectives for Assisted Housing which allocated to each city a proportion of the additional subsidized housing units needed. The purpose was two-fold: to avoid future large concentrations of low income families and to distribute the responsibility for providing housing and services to such families among all the cities in the county. The Planning Department calculated a yearly subsidized housing unit target for each city based on the number of poor already in the city, and the capacity of the tax base and essential communities services, particularly schools, to serve additional families. The annual target assigned to Los Altos was 132 units, or 3.3 per cent of the county's total. The County planners encountered opposition to the proposal because of disagreement either with the concept of fair share or with the formula used to derive the annual targets. Some critics argued that employment opportunities were not considered, that growth absorption potentials were inaccurately determined, and that income and minority population figures were based on old data (the 1966 special County census). However, disagreements over the Planning Department's allocations should not prevent serious consideration of the concept of fair share. The County has not officially adopted the targets, partly because of the suspension of federal housing assistance programs and partly because of the need to review the formula and update the base data. However, the County's Planning Policy Committee has adopted a resolution declaring "that subsidized housing for low and moderate income families and elderly persons should be located throughout the county in a pattern responsive to both the housing needs of low and moderate income residents of the county and the abilities of each city or areas of the county to provide suitable locations for such housing."

One can argue against the strict application of a fair share formula to residential communities such as Los Altos which do not employ large numbers of low-paid workers or benefit from the taxes paid by their employers. However, Los Altos' proximity to the more than 20,000 blue collar jobs in Stanford Industrial Park, the Veterans Administration Hospital, Stanford Medical Center, and the University, combined with the severe shortage of moderate priced housing in the surrounding area, suggests that such a narrow cost-benefit argument does not deal adequately with the complexity or severity of the problem. On the other hand, Los Altos taxpayers can point out that only eight per cent of their property taxes support services which benefit only City residents. Twenty-five per cent go to the County which uses them to serve all residents in the county, and another eight per cent go to various

special districts serving part or all of the county. An additional 19 per cent are collected by the High School District which serves several Mountain View census tracts where the median income is \$9,000 or \$10,000. Thus, a limited income redistribution system operates in the county to benefit poorer families, although it does not serve to reduce the concentration of low income groups.

If a fair share formula can be devised which will take into account adequately the sources of local tax revenues, the amount of growth that can be accommodated, employment opportunities available, the capacity of public facilities and services, and the present number of low income families, such a formula should not be rejected by Los Altos. An equitable yet practical allocation of assisted housing units, combined with a broader redistribution of property tax revenues, would provide the most workable means of reducing economic segregation and sharing fairly the cost of servicing low income households.

Housing Problems and Alternative Actions

The specific housing problems identified in this section of the report and the policy responses recommended for Los Altos take account of the local problems identified above and the sub-regional problems defined by the County Planning Policy Committee and the County Planning Department.

1. Lack of moderately priced family housing for sale or rental. The scarcity of moderately priced sale or rental units suitable for families has resulted in an economically segregated community. Los Altos families that experience change in financial status are forced to leave the city because of the shortage of housing they can afford. The low vacancy rate among all types of units, but particularly among moderately priced rentals, has contributed to the escalation of housing prices. The lack of low and moderately priced units in Los Altos has increased the pressure on these kinds of units in neighboring communities and throughout the county, increasing the incidence of economic ghettos where schools are economically or racially imbalanced.

The scarcity of rental units in Los Altos will be aggravated if the recent trend to convert apartment units into condominiums continues. Elderly apartment dwellers have been affected most severely by conversions. The only source of income for many is their assets. Purchasing a condominium unit with these assets would leave many without adequate income. Those elderly persons who can afford the down payment often find that mortgage lenders do not look favorably on elderly borrowers. Forced to move to another rental unit, frequently in another community, the elderly person suffers from disorientation and lack of proximity to friends and relatives.

Condominiums do provide owner-occupied housing at a lower price than traditional detached housing. However, the benefits of adding to the for-sale housing stock must be weighed against the costs of removing rental units from the Los Altos market.

Land has been the fastest rising component of housing cost in Santa Clara County. The scarcity of vacant parcels today limits sharply the number of new units at any price range which can be built in the future, but particularly the number of moderately priced units. The Real Estate Research Council of Northern California reports that the construction cost of a medium quality three bedroom house is \$26,000. In Los Altos, with land costing \$40,000 per acre, the cost of a lot is \$10,000, and the typical cost of improvements and fees is \$4,000 per lot. Thus, the cost of the medium quality house in Los Altos would not be less than \$40,000. Sale price would be several thousand dollars more. However, no new single family houses are being sold for less than \$60,000, partly because the high price of land encourages the construction of higher priced units to maintain the traditional ratio of land price to house prices, and partially because the market will support additional expensive units. Accompanying the rising price of new houses has been a rapid escalation in the price of older homes. Without public subsidy, no units can be constructed which will sell for less than \$40,000.

The current moratorium on federal housing assistance programs has eliminated the only source of funds for the construction of below-market priced housing. Furthermore, public opinion does not favor the construction of units for low-moderate income families in Los Altos. Of those responding to the Residents' Opinion Survey, 49 per cent would oppose subsidized housing for Los Altos' low and moderate income families, while 38 per cent would support it. If subsidized housing were to serve families from outside the city as well as present Los Altos residents, 69 per cent would oppose the development, while only 20 per cent would favor it.

The obstacles to increasing the supply of moderately priced housing are numerous. No private developer has departed from the traditional practice of building the highest priced units the market will support. Thus, it is not reasonable to expect that in the future developers will risk building housing comparable to the "medium quality" units defined by the Real Estate Research Council. In view of the current moratorium on federal housing assistance funds and local opposition to publicly assisted family housing, subsidized housing programs do not offer a complete solution to the problem.

2. Lack of suitable housing for the elderly at market price or below market price. No matter what their income, elderly residents who wish to remain in Los Altos, particularly those who do not drive, are faced with lack of companionship and poor access to shopping and medical facilities. Additionally, they may be burdened by maintaining a house too large for their needs and too costly for their means. The recent availability of townhouses in Los Altos has been a partial solution for those elderly households with sufficient income. For those without, high monthly rents or mortgage payments continue.

In Los Altos, the need for "adult community" or retirement housing has been perceived only lately. Although there are a few vacant properties currently zoned for multi-family use, multi-family zoning regulations need modification to make them appropriate for retirement housing. The quarter-acre lot requirement in the single family residential zone has discouraged developers from constructing the small, minimum maintenance units desired by the elderly. Nevertheless, as the demand increasingly becomes apparent, private developers will respond by constructing units for the well-to-do elderly, if the necessary zoning can be obtained.

Public opinion in Los Altos is more favorable toward subsidized housing for the elderly than for families. The Opinion Survey found that 67 per cent of the respondents would support publicly assisted housing for Los Altos' elderly residents, while only 25 per cent would oppose such housing. Furthermore, 79 per cent expressed support for the construction of private apartment units for the elderly with common dining and recreation facilities. Thus, the public is likely to support the changes in zoning and other regulations needed to facilitate constructing housing for the elderly.

3. Elimination of existing moderately priced units through redevelopment. Existing moderately priced housing on or adjacent to land zoned for commercial development or zoned for multi-family units will be removed if the land is redeveloped for these more profitable uses. The Dolores-Loraine area near Loyola Corners is one such neighborhood likely to be eliminated if additional land is zoned for commercial use. The area bounded by San Antonio Road, Lyell Street, Gabilan Street, and the Foothill Expressway currently is changing from single family to multi-family use. Present zoning encourages the consolidation of two or more small lots (7,100 square feet) into sites for apartment buildings. Existing single family units are small and substantially lower in value than units found elsewhere in the city. Residents displaced from this area by additional redevelopment or from other areas of the city marked by zoning changes would be forced to leave Los Altos to find housing in a comparable rental or price range.

The three dozen non-conforming housing units in the city provide another, if small, source of moderately priced housing units. These non-conforming units are either apartments in single family zones or residences in commercial zones. The Zoning Ordinance requires their termination by June 1974. Because of their scheduled removal, prices of these units have remained below those of units of comparable size elsewhere in Los Altos. Maintenance undoubtedly has lagged as well. City action to remove these units would further reduce the small stock available to families of limited means.

The City has limited control over the private redevelopment of areas where no zoning change is involved. However, where rezoning is necessary, the City can refuse to grant a requested change if the existing supply of moderately priced housing would be reduced by redevelopment.

Alternative courses of action to correct present problems and to prevent pending problems are discussed below. In a city that is virtually without vacant land, with few areas appropriate for redevelopment, and with very high land and housing costs, the options for achieving a broader range of housing prices or types are few. However, without public action, no change in the cost or the type of housing now being built will occur.

Private construction spurred by public incentives could achieve modest cost reductions in new units. A few cities have considered requiring developers to sell or rent a portion of their units at a price appropriate for moderate income families in exchange for a density bonus. Increased density would enable the developer to realize a substantial saving on the cost of land per unit. Combined with the elimination of certain luxury features such as self-cleaning ovens and expensive carpeting, a modest price reduction could be achieved. Since land zoned R1-10 costs approximately \$10,000 per unit, a density bonus permitting additional units at no extra land cost would allow the additional units to sell for \$10,000 less. Other economy measures might lower costs \$2,000-3,000. Thus, actual savings combined with a pricing scale that modestly subsidized some units by increasing the price of others, could lower the price by as much as \$15,000 per unit. A townhouse could sell for \$35,000 rather than \$50,000. Such prices are not within the means of low or moderate income families, but they could accommodate a somewhat broader range of incomes than now is being served.

Similarly, incentives could be offered to developers to encourage the construction of housing for the elderly. Building coverage regulations could be eased to allow room for the indoor facilities desirable in housing for the elderly, such as lounges and a common dining room, without reducing the number of apartment units otherwise permitted. Combined with a reduc-

tion in off-street parking requirements justified by the lower rate of automobile ownership among the elderly, relaxation of coverage limits need not reduce the amount of landscaped open space. Such waivers should be granted only for housing specifically designed for occupancy by the elderly.

Some very real limitations on the possible success of such incentive programs demand recognition. The legality of requiring construction of moderately priced units is uncertain. In order to achieve the purposes intended by the incentive system, occupants' income limits would have to be set and incomes checked initially and periodically, as in government subsidized housing. For rental units, some form of rent control would have to be exercised. For sale units, any subsequent re-sale would have to be monitored to ensure that the sale price remained within the means of moderate income families, and that the new owner's income did not exceed the prescribed limits. Property tax assessments would have to be adjusted to reflect the price restrictions. These problems are not insurmountable, but they would impose heavy administrative burdens on the City.

Offering incentives to encourage the development of housing for the elderly would create other problems, albeit less complex ones. Foremost would be the need to ensure that the project was occupied by elderly residents throughout its life. However, age can be verified much more easily than income, and project design can influence occupancy. Continued occupancy by the elderly might be guaranteed by requiring the posting of a bond to cover the cost of bringing the project into conformity with City regulations should it no longer serve elderly households.

To bring the cost of new units within the reach of low or moderate income families, public subsidies must be used. Until recently, the federal government has administered a number of programs which reduced the cost of renting or of home ownership below market prices. (See Table 7 for family income limits in subsidized units.) At this time, most of these programs have been suspended, and their reinstatement during the term of the present Administration appears unlikely. The major alternative proposed is a housing allowance program, providing direct cash subsidies to low income households. Because of the high cost of housing, allowances are likely to be insufficient to enable such households to obtain a unit in Los Altos. Allowances probably will not stimulate construction of housing specially designed for the elderly. A supplemental program will be needed to reduce the cost of housing to the consumer and to foster new construction. The Administration has proposed another program under which developers who make newly-constructed units

TABLE 7. GROSS INCOME LIMITS FOR FEDERALLY ASSISTED HOUSING

<u>Number of Persons in Family</u>	<u>Low Income Housing (Public Housing)</u>	<u>Moderate Income Housing (Sections 235 and 236)</u>
1	\$ 3,750	\$ 5,329
2	4,250	6,040
3	4,750	7,066
4	5,250	8,093
5	5,750	9,119
6	6,250	10,145
7	6,750	11,172
8 or more	7,250	12,198

Source: The Joint Housing Element: 1971, Santa Clara County Planning Dept.

available to low income households at below market rents would be reimbursed by the federal government for the difference. Without detailed information on the proposed programs, a thorough analysis of their implications is impossible. However, many of the limitations evident in past subsidy programs are likely to apply to the proposed programs, particularly to the construction subsidy program.

Under previous federal construction subsidy programs, permitted maximum land costs were \$2,000 per unit for the elderly and \$3,000 per unit for family housing. Similar cost limits are likely to be imposed in the new construction subsidy program. A three to five-fold increase in density in the single family residential zone would be necessary to meet these limits, given current land prices. Thus, local action to increase permitted densities for assisted units would be necessary. Alternatively, the sale or long term lease of City land at a price below market value would make a subsidized housing program economically feasible, while ensuring maximum City control.

The neighboring communities of Mountain View and Palo Alto have used federal subsidy programs despite similar high land costs. Mountain View recently provided a site for a project for the elderly in conjunction with the development of a City park. If Los Altos were to acquire a surplus school site for recreation park development, a portion of the site could be utilized for housing for the elderly. In addition, the City owns a number of small parcels of one acre or less, several of which would be suitable for scattered family housing.

The County Housing Authority administers a leased housing program, leasing existing units and sub-letting them to low income families. The Housing Authority is limited to paying \$135 per month for a two bedroom unit and \$175 per month for a three bedroom unit. The City of Palo Alto has worked out an agreement between the Housing Authority and the developer of a 140 unit condominium project. The Housing Authority will lease 10 per cent of the units and sub-let them to low income Palo Alto residents. The developer will sell the remaining units for approximately \$35,000 a piece. The developer has agreed to take a loss of approximately \$100 a unit per year on the 14 leased units. However, the profit on the other units and tax advantages will more than offset his losses. A similar arrangement in Los Altos could produce a small number of units for low income families, if a large enough site could be found and necessary zoning obtained.

Without the cooperation of a developer, few units, old or new, would be available within the Housing Authority's price limit in Los Altos. When a house occasionally is offered to the Housing Authority, the Authority must obtain a resolution from the City Council permitting it to operate within the City before it can lease the house. In the past the Los Altos City Council has not been enthusiastic about permitting the leasing of such units in the city. However, a favorable City policy might make it possible to provide a limited number of units to low income families at no cost to the City.

Local residents' support is a political prerequisite for the construction of any subsidized housing in Los Altos. Support will be needed to obtain the density increases without which few if any projects would be financially feasible. Public approval must be gained before the City legitimately can sell or lease City-owned land for a housing project at a below market price. The Opinion Survey found that local support is strongest for subsidized housing for the elderly if built to fill locally generated housing needs. Two-thirds of the respondents favored such housing. Only one third of the people polled endorsed subsidized housing for moderate income families from Los Altos. However, a program involving effective local control over the location, type and design of housing and the residents selected for occupancy might generate stronger local support for family housing.

If federal subsidy and housing allowance programs now under discussion were not instituted, but federal revenue sharing funds were to become available for housing assistance, then locally administered programs could replace programs designed and funded in Washington. Local subsidy programs could be as varied as those proposed or instituted at the federal level: interest rate subsidies, rent supplements, leased housing, construction sub-

sidies, and land banking and subsequent below market price sale or lease. However, such programs would involve onerous administrative burdens, particularly for a small city staff such as Los Altos'. Nevertheless, a workable administrative mechanism could be devised, combining the resources of several cities, of the City and the County, or of the City and a non-profit housing group such as the Urban Coalition or a housing development corporation. However, without information on the amount of special revenue sharing slated for Los Altos and the constraints on its use, no specific program or administrative set-up can be recommended.

Recommended Housing Policies

The housing policies recommended below are designed to ensure the preservation of existing moderately priced units, the construction of units for the low and moderate income elderly, and the provision of units for moderate income families. The City is urged to take the following actions.

1. Re-affirm the three housing goals recommended by the County Planning Policy Committee and adopted by the City in 1971:
 - a. Insure the provision of decent housing for all persons, regardless of age, income, race, or ethnic background.
 - b. Insure the provision of a variety of individual choice of tenure, housing type, and location.
 - c. Establish, maintain, and enhance the character, quality, and liveability of residential areas.
2. Encourage the private construction of units for the elderly by providing incentives to developers who would construct units and special facilities in locations suitable for the elderly.
3. Permit the County Housing Authority to lease and sub-lease Los Altos housing units for low income families.
4. Support the efforts of any non-profit sponsors to provide housing for low and moderate income elderly and non-elderly households.

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 - c. Establish, maintain, and enhance the character, quality, and liveability of residential areas.
2. Encourage the private construction of units for the elderly by providing incentives to developers who would construct units and special facilities in locations suitable for the elderly.
3. Permit the County Housing Authority to lease and sub-lease Los Altos housing units for low income families.
4. Support the efforts of any non-profit sponsors to provide housing for low and moderate income elderly and non-elderly households.

5. Explore methods of using local funds or City land to facilitate the provision of additional moderately priced units, or to supplement the efforts of other public agencies and private groups.
6. Support future efforts by the County to revise and reallocate a fair share of assisted housing units to each city, taking into account the structure of the local tax base, the development capacity of the city, its employment opportunities, and the capacity of its public services.
7. In considering applications for zoning changes, planned unit developments, redevelopment, and subdivision approvals, evaluate the changing needs of the community in terms of age of residents and household size.

Any policies adopted by the City must be followed by action if they are to be effective. The search for sites appropriate for housing for the elderly and for moderate income families should be the first step. Sites considered for housing for the elderly should exhibit the following characteristics:

- Proximity to shopping, medical facilities, and transit service.
- Freedom from excessive noise or disturbances.
- Absence of steep grades on or near the site.
- Proximity to the Garden House (senior center), parks, or other outdoor areas suitable for passive recreation.

The elderly in Los Altos have expressed a preference for housing developments large enough to provide a sense of community and adequate number of people for companionship and recreation. Thus, any development ideally would have 25 or more units, and would provide a variety of indoor and outdoor recreation areas, such as lounges, game rooms, patios, and a garden, as well as a common dining room. A larger development could provide medical facilities on the site and a variety of service and care options.

The characteristics making a site suitable for moderate income families would include:

- Proximity to shopping, employment opportunities, and transit service.
- Proximity to schools and outdoor recreation facilities.
- Freedom from excessive noise or disturbances.
- Freedom from traffic or other hazards.

Small sites are most suitable for family housing because they permit integration of the moderate priced units with the surrounding homes, prevent large concentrations of subsidized housing, and minimize the impact of such developments on existing neighborhoods. Thus, moderate income housing ideally would be located in groups of eight or fewer units.

None of the vacant parcels in the city east of the Foothill Expressway would be unsuitable for housing for the elderly or for families. However, the north end of the city, with its closer proximity to shopping facilities and its greater likelihood of being served with public transportation is the more suitable for the elderly. Possible locations include the School District's property adjacent to the Civic Center, portions of the Egan School, Portola School, or Santa Rita School sites, and the few small parcels of City-owned land along San Antonio Road. In the south end of the city, all or a portion of the site now used by the Medical Missionary Sisters would be appropriate if the Sisters move to another location. The feasibility of remodeling the existing structures for housing for the elderly should be explored.

Few areas presently exist in Los Altos which invite either demolition or major renovation. However, a private redevelopment project has been proposed for Chester Circle, some interest has been voiced in redeveloping the Dolores-Lorraine area near Loyola Corners, and a proposal has been submitted to replace the half-dozen cottages on the Redwood Grove site near Shoup Park with 20 townhouses. The Chester Circle area possibly would be suitable for renovation and lease to elderly couples at moderate cost. The houses are too small to accommodate families. The Dolores-Lorraine area consists of mixed types, ages, and qualities of houses. These units appear to provide suitable housing today without need of major renovation. The poor quality of construction evident in the Redwood Grove units would make renovation impractical.

Rehabilitation does not appear to be the key to a significant source of moderate priced housing in Los Altos. In neither existing nor possible future declining areas are deteriorating units likely to be found at sufficiently low prices to permit their acquisition and rehabilitation to the extent demanded by recent federal loan and grant programs within the cost limits of the programs. However, with minor improvements, some marginal units might continue to provide adequate housing for their occupants at moderate cost. Redevelopment of declining areas will not produce moderately priced units. Experience in central city redevelopment has demonstrated that land must be sold at below market prices if moderate income housing is to be built. In Los Altos, land values are not likely to decline during the next 20 years. Thus,

redevelopment offers little promise of obtaining moderately priced housing unless substantial increases in density are permitted without concurrent increases in land prices.

The remaining vacant properties in the city offer the only opportunity, albeit limited, to construct housing for a segment of the population not now being served by the private housing market. Competition for these remaining parcels will be intense. Early action will be necessary if any is to be utilized for housing for Los Altos' elderly residents or for moderate income families.

Recommended City Action Program

1. The City Council should charge the Senior Citizens Housing Committee with the task of locating appropriate sponsors for low and moderate income non-profit or limited dividend housing for the elderly. The Committee also should explore the possibility of creating a new sponsoring group representing a number of civic and religious interests. Such an organization could include City representation on its governing board, as has been done in Mountain View.
2. If federal housing programs subsidizing new construction are reinstated, the City should offer long term leases of City-owned lands to chosen sponsors for the construction of housing for low and moderate income elderly households. Three or four acres of a surplus school site, if purchased by the City and rezoned, would accommodate 50-60 units. The City should offer the land at a lease price within the limits of the housing assistance program being used and waive those sections of the zoning regulations not appropriate for housing for the elderly, such as the requirement of two parking spaces per unit. Such waivers of zoning regulations also should be granted for projects on privately owned sites.
3. The City should consider a combination of private rehabilitation and redevelopment at Chester Circle for additional housing for the elderly. Sites could be rezoned to permit up to 30 units on the 2.0-2.5 acres, provided that about half of the units were priced within the means of low and moderate income elderly households.

A plan which retained the existing houses or proposed new townhouses around the outside of the site and apartments over common dining and recreation facilities in the center would be appropriate. Reduction of parking requirements and relaxation of coverage regulations would be appropriate.

4. The City should adopt a resolution permitting the County Housing Authority to operate within the City limits.
5. The City should expand the scope of the Senior Citizens Housing Committee's role to include family housing. The Committee should seek qualified non-profit or limited dividend sponsors to construct housing for moderate income families. As with housing for the elderly, a new sponsoring organization might be created. The City should be given a direct voice in the activities of chosen sponsors through membership on the board of directors or a similar role.
6. The City should sell or lease surplus City land to the sponsors of federally assisted housing for moderate income families. A portion of a surplus school site, if purchased by the City, or other scattered small City-owned parcels should be offered to sponsors at a price within the limit of the housing assistance program being used. However, any increases in density permitted to make the projects financially feasible should not be incompatible with the surrounding neighborhoods or with the needs of the families to be accommodated.
7. In the event that federal housing assistance programs are not reinstated, but that funds are made available to cities through revenue sharing for locally administered housing programs, the City of Los Altos should join together with the neighboring cities of Palo Alto, Mountain View, and possibly others to form an inter-city agency capable of administering pooled funds for the construction of housing for the elderly and for families as recommended above. Alternatively, the City should work with any joint city-county agency organized in response to the availability of new federal revenue sharing funds.
8. The City's representative on the County Planning Policy Committee should encourage the Committee to work actively to define a fair share housing formula which will allocate equitably needed assisted

housing to communities based on their needs and capabilities and which will pursue the County's housing goals through other appropriate means.

9. The City should not approve the conversion of rental units to condominiums when suitable relocation rental housing cannot be found in Los Altos for displaced tenants, particularly elderly tenants. Legislation to permit denials should be enacted as soon as possible. The City should establish procedures for providing adequate notice to tenants in rental units proposed for conversion to condominiums. Tenants of such units should be given the first opportunity to purchase.

LAND USE ELEMENT

The Land Use Element designates the general location and extent of uses of land within the Los Altos Planning Area. Major changes in Los Altos can result only from changes in the use of parcels already developed, for example by expansion of commercial or office districts or by increasing residential densities. However, sentiment against change is very strong in Los Altos today. The Opinion Survey tested residents' opinions on a number of matters relating to the appearance and character of the city, but few respondents favored change. Ninety-three per cent expressed satisfaction with their neighborhoods as they are today.

In a series of questions relating to population size and composition, the survey found that 70 per cent of the respondents wanted to preserve the status quo in terms of income, age, and ethnic composition of the population. Sixty-eight per cent opposed any significant increase in the population, and would object to additional apartment and townhouse development if a population gain resulted.

Questions about possible types of development resulted in less decisive conclusions: 40 per cent favored and 50 per cent opposed the construction of additional apartment buildings along San Antonio Road and Foothill Expressway, 43 per cent favored and 40 per cent opposed clustered townhouse developments, and 56 per cent favored and 34 per cent opposed the construction of additional professional office buildings along San Antonio Road and Foothill Expressway. Eighty per cent of the respondents indicated that they preferred to live in neighborhoods in which most of the residences were single family houses and were owned by their occupants rather than rented.

Support is very weak for any change in the city's physical character which would result in alteration of its social or economic character. Although support for change and for greater diversity within the city is stronger among the younger respondents (under 40 years old) than among the older, the majority do not favor change. During the next decade support for change may strengthen, but it is not likely to represent a majority point of view. Consequently, no major change in Los Altos' land use patterns or zoning districts is recommended.

Residential and Multi-family Districts

In the Planning Area, approximately 62 per cent of the land (3,200 acres) is in residential use. Most of this residential land is developed with single family housing units. Within the city limits, most of the single family homes

LAND USE ELEMENT

SINGLE FAMILY RESIDENTIAL

- 1 UNIT PER NET ACRE
- 2-3 UNITS PER NET ACRE
- 4 UNITS PER NET ACRE

MULTI-FAMILY RESIDENTIAL

- 5-10 UNITS PER NET ACRE
- 10-18 UNITS PER NET ACRE

COMMERCIAL AND OFFICES

- OFFICES
- RETAIL BUSINESS

COMMUNITY FACILITIES

- PARKS, OPEN SPACE
- K-6 SCHOOL (P-PRIVATE)
- FIRE STATION
- M MUNICIPAL SERVICE CENTER
- N NURSING HOME, HOSPITAL
- OTHER COMMUNITY FACILITY

- MAJOR STREET
- SECONDARY STREET

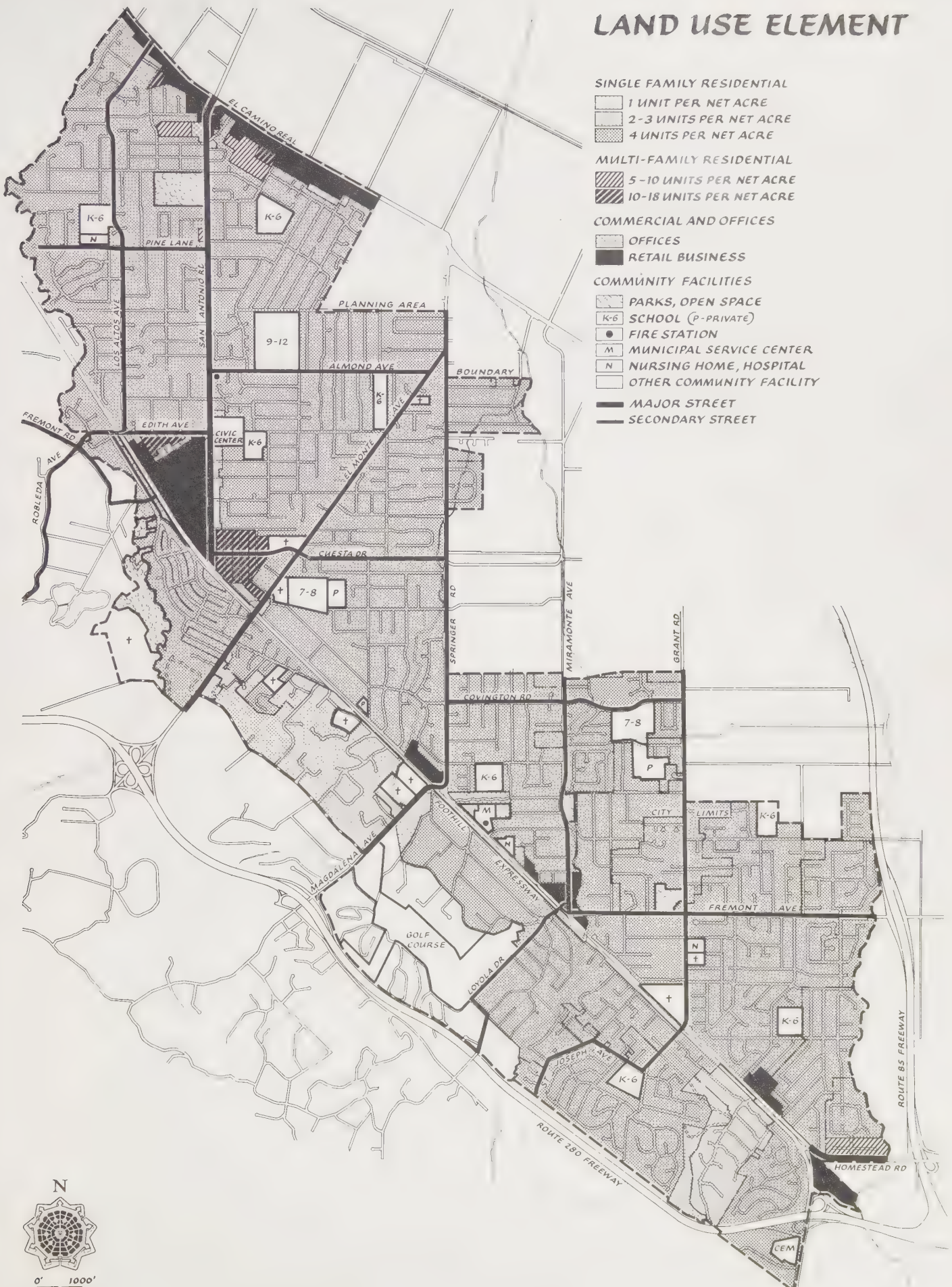


Table 8

LOS ALTOS PLANNING AREA, LAND USE, 1973

(Acres)

	<u>Residential</u>	<u>Commercial</u>	<u>Office</u>	<u>Community Facilities</u>	<u>Streets</u>	<u>Vacant</u>	<u>Total</u>
City	2,445	135	20	240	900	100	3,840
Unincorporated Area	735	-	-	150	285	250	1,420
Planning Area	3,180	135	20	390	1,185	350	5,260

Source: Livingston and Blayney

have been built on 10,000 square foot or slightly larger lots, while in the unincorporated area lot sizes range from 10,000 square feet to one acre. Typical residential development on quarter acre lots (R1-10 District) poses no problem relating to land use or zoning. However, prior to Los Altos' incorporation several small areas were developed with lots ranging from 4,000 square feet to 7,100 square feet in size. City policies to date have been aimed at consolidating the small lots and eliminating the modest houses they contain by zoning these areas for multi-family or commercial use.

Small Lot Single Family Neighborhoods. In the downtown Triangle, the R3-1 multi-family zone provides a bonus for the consolidation of the small 7,100 square foot lots. Three dwelling units are permitted on the first lot, six dwelling units on the second lot, and one additional unit for each additional 1,000 square feet under one ownership. Thus, if a developer consolidates six lots (one acre), he may build as many as 38 units. Ninety apartment units have been built in the R3-1 district, leaving 10 single family units and three vacant lots.

The area bounded by Lyell Street, Gabilan Street, Foothill Expressway, and San Antonio Road is zoned R3-1.8 which permits the owner of one lot (7,100 square feet) to construct three units and the owner of two lots to construct seven. On one acre, 23 units may be built. However, if existing single family houses are converted to multi-family use, the owner is limited to two units on one lot and to five units on two lots. In this district, 175 apartment units have been built in structures with three or more units and seven houses have been converted to duplexes and triplexes, leaving 55 single family houses and 4 vacant lots.

The zoning regulations in both districts provide a strong incentive for the removal of deteriorating units, but they also contribute to the deterioration of existing units by removing the incentive for a high level of maintenance, by increasing land values and property taxes, and by reducing the desirability of single family homes.

Near Loyola Corners is a small residential area containing 4,000 square foot lots and moderately priced houses. Under present zoning the City will reclassify the residential lots fronting on Dolores Avenue and Loraine Avenue for commercial use (CN-T) at the request of an owner consolidating two or more

small lots. To date only one parcel has been zoned CN-T. Expansion of the Loyola Corners commercial zone should not be encouraged as long as much of the land in the present district continues to be under-utilized. In order to preserve the integrity of the Dolores-Lorraine neighborhood, and to conserve the small stock of moderately priced homes there, elimination of the CN-T provisions from the Zoning Ordinance is recommended.

Multi-Family Districts. In 1960, general plan studies recommended considerably more land for apartment development than is presently zoned for multi-family use. Both sides of San Antonio Road and the east side of Foothill Expressway between Springer Road and Miramonte Avenue were proposed for apartment development. These locations also were judged suitable for office buildings. Although the General Plan adopted in 1961 did not designate the San Antonio frontage for multi-family or office use, or the Foothill frontage for multi-family use, the City established a Planned Unit Development (PUD/OA) provision in the Zoning Ordinance which permits planned multi-family and office developments to locate on parcels of five acres or larger fronting on San Antonio Road as conditional uses. The conditional use permit procedure and site plan review gives the City careful control over the location of multi-family and office developments along San Antonio Road. However, because the five acre minimum parcel size requirement makes it necessary to consolidate ownerships, the PUD/OA provisions have not been used.

Since 1960, several of the larger parcels fronting on San Antonio Road have been subdivided for new single family homes. Some of the demand for apartment living foreseen in 1960 has been accommodated by the establishment of the R3-1 multi-family district in the Triangle, not proposed in the General Plan. Today San Antonio Road is heavily traveled both by residents of Los Altos and visitors to the city. The street presents to the traveler an image of a low density, residential community of fine homes with spacious yards and attractive landscaping. If apartments were permitted along its entire length, a very different image would appear. Further, there might be negative impacts on nearby residential development. Consequently, it is recommended that with respect to multi-family developments the PUD/OA provisions of the Zoning Ordinance be repealed.

In the 1961 General Plan, two areas near El Camino Real were designated for multi-family development. West of San Antonio Road, an apartment complex now occupies the recommended site on Mercedes Avenue. East of San Antonio, an area of approximately 14 acres fronting on Jordan Avenue has been developed for multi-family use. An adjoining vacant four acre site also is suitable for apartments. Density should be limited to one unit per 3,000 square feet of site area, permitting an additional 42 units.

No expansion of these or Los Altos' other multi-family districts – the Triangle and the Lyell-Gabilan area – can take place without unwarranted intrusion on present single family neighborhoods. No expansion is recommended. In the Triangle, a small area adjacent to the parking plaza is zoned OAD/R3-1, permitting both apartments and offices. This area is not suitable for apartments, and none have been built. It is recommended that apartments no longer be permitted here, and that the zoning be changed to OAD. The three other multi-family zones in the city (two near San Antonio and one on Homestead Road) are completely developed. Because they are surrounded by relatively new single family homes, no expansion is recommended.

Housing for Low and Moderate Income Households. Some exceptions to the recommendations presented above will be necessary to accommodate units for low and moderate income households. The Housing Element documents the need for such units and recommends both specific sites and criteria for selecting additional sites.

It is recommended that housing built by non-profit sponsors for low and moderate income occupants be classified as a community facility in the Zoning Ordinance. When so classified, such housing would be permitted to locate in Los Altos in accord with regulations applicable to other community facilities, provided that the site is one of those specifically recommended or meets the criteria prescribed in the Housing Element. Such housing when built on a site of less than one acre would be permitted as a conditional use as now prescribed by the Zoning Ordinance, provided that the density was no higher than the maximum permitted elsewhere in the City. Housing built on sites of one acre or more would be required to locate in a Community Facilities District. In certain instances on sites over one acre, higher densities might be justified for housing for the elderly when necessary for participation in public subsidy programs. The increased density could be justified by reason of the greater design flexibility offered by a large site, allowing a layout compatible with the surrounding area, adequate landscaping, and ample buffer areas. Present regulations governing conditional use permits and rezonings require notification of adjacent property owners, a public hearing, and architectural review. Adequate protection of surrounding areas would be ensured through this process.

When a private, profit-making developer applies for multi-family zoning to permit construction of housing for the elderly, the request should be granted on condition that the location of the proposed development is one of those recommended in the Housing Element or meets its location criteria. Assurance, through a bond or other means, that the development will house elderly residents on a continuing basis should be obtained by the City.

In housing designed for the elderly, whether low and moderate rent or market priced units, parking standards justifiably could be relaxed from two spaces per unit to one space per unit, and permitted building coverage could be increased from 40 per cent to 50 per cent to accommodate common dining and recreation facilities.

Residential Planned Unit Developments

Residential planned unit developments (R1 Clusters) are permitted as conditional uses in all R1 districts on parcels of five acres or more. The five acre minimum site requirement will limit utilization of the R1 Cluster provisions because few parcels of the required size remain undeveloped within the city limits. In the north end of the city, the three or four remaining estates and orchards would qualify. In the south end almost all parcels over five acres are proposed as sites for community facilities or open space preserves in the Community Facilities Element and the Open Space/Conservation Element. Outside of the city limits but within the Planning Area, the number of undeveloped parcels over five acres is equally limited.

The developer of an R1 Cluster may depart from the rigid requirements of the residential district by varying yard dimensions and reserving open space for the common use of the residents. However, the land use is restricted to single family dwellings at densities comparable to those otherwise permitted in the district. Because certain yard requirements are waived, a developer may construct townhouses and other types of common wall housing. Some residents have objected to such structures in single family neighborhoods, but the Opinion Survey found that the majority of the respondents have no objection to clustered units. If attached units were not permitted, no significant reservation of land could be achieved to provide common open space. However, excessively large structures would be incompatible with adjacent residential areas. A section should be added to the Zoning Ordinance prohibiting more than four attached single family units in a single structure.

R1 Cluster development standards permit buildings to cover up to 30 per cent of the site area. In order to ensure that cluster developments are compatible with the building intensity in other sections of the district, it

is recommended that maximum building coverage be no greater than otherwise permitted in the same residential district. Thus, coverage would be limited to 30 per cent in R1-10 districts, 25 per cent in R1-H and R1-20 districts, and 20 per cent in R1-40 districts. Because the minimum parcel size qualifying for development under the PUD provisions is five acres and thus only four units could be constructed on a five acre site in an R1-40 district, it is recommended that the minimum parcel size be increased to 10 acres in this district.

Although the R1 Cluster regulations were not intended to provide a density bonus to developers, in some instances a developer may be able to build more units on a given parcel of land using the R1 Cluster provisions than he could obtain by building a conventional R1-10 subdivision. For example, the number of units permitted by R1 Cluster regulations for a parcel zoned R1-10 is determined by subtracting 20 per cent from the gross site area (for streets and drives) and dividing the remainder by 10,000 square feet. Where the parcel is irregularly shaped, located in a flood plain, or characterized by steep slopes, this formula may permit a developer to build more units than he could build if restricted by the rigid lot dimension requirements of a conventional subdivision.

In order to eliminate such an unintended density bonus, it is recommended that land with average slope greater than 20 per cent and land located within a flood plain (as defined in the proposed Flood Plain Combining District) be subtracted from the gross site area, in addition to the 20 per cent for streets and drives, before computing the total number of units permitted. This provision should apply to R1 Clusters located in R1-10 and R1-H districts, but not to Clusters in R-20 and R-40 districts where lower density zoning has been established in consideration of the topographic conditions. The Architecture and Site Control Committee should review clusters planned on irregularly shaped parcels to determine whether more units are proposed than typically could be built in an R1-10 subdivision. Extra units should not be permitted.

The present R1 Cluster provisions do not require that any specific amount of land be set aside and designated as common open space. Because many clusters or PUD's developed in the Bay Area have only very small private open space areas, sometimes nothing more than decks or patios, it is

important that a large common area suitable for passive outdoor recreation or children's play be required. When a cluster is located on a site containing important natural features such as those identified in the Open Space/Conservation Element, the common open space area should be designed to preserve these natural resources.

It is recommended that the R1 Cluster provisions be revised to require that 25 per cent of the total site be set aside for common open space, that the open space be retained in its natural condition or landscaped, and that driveways, parking areas, service yards, and similar open spaces not be included in the computation of common open space.

The Zoning Ordinance also contains a multi-family planned unit development provision. Under the regulations, a multi-family PUD may be developed on lots fronting on El Camino Real. Because there are no sites on El Camino Real suitable for apartment development, it is recommended that this provision be eliminated.

Office Districts

Los Altos' office districts are located in the Triangle, along San Antonio Road south of Hillview Avenue, on the east side of Foothill Expressway near Loyola Corners, and near the intersection of San Antonio Road and El Camino Real. Offices also are located within the commercial zones. Many of the offices are professional offices, most of them serving residents and businesses of the city and adjacent communities. Few, if any, serve a regional market.

The table on the following page shows the extent to which Los Altos' zoned office districts have been developed.

Vacant sites and non-conforming uses comprise 3.3 acres or 13 per cent of the area now zoned for office development, permitting moderate expansion within the office districts. Additional expansion is possible through more intensive utilization of already developed sites. One story buildings can be replaced by two story structures, and buildings covering less than the maximum area permitted by zoning regulations can be enlarged, provided that required parking and landscaping remain. Conversion from commercial use to office use within the commercial districts could permit a further increase in office floor area if justified.

Table 9

OFFICE DISTRICT

(Square Feet)

<u>Location</u>	<u>Area of District</u>	<u>Area in Office Use</u>	(1) <u>Vacant Area</u>	<u>Area in Non-conforming Uses</u>
<u>Triangle</u>				
OAD	55,100	48,000	-0-	7,100
OAD/R3-1	77,450	49,700	13,550	14,200
CRS/OAD	54,800	42,900	11,900	-0-
Sub-total	187,350	140,600	25,450	21,300
<u>San Antonio Road</u>				
OA	297,000	229,900	60,000	7,100
OA-1	57,900	57,900	-0-	-0-
Sub-total	354,900	287,800	60,000	7,100
<u>Foothill Expressway</u>				
OA-4.5	87,000	58,600	-0-	28,400
OA-1	437,500	437,500	-0-	-0-
Sub-total	524,500	496,100	-0-	28,400
TOTALS	1,065,750 (24.5 acres)	924,500 (21.2 acres)	85,450 (3.3 acres)	56,800

(1) Vacant sites and sites with vacant buildings.

Source: Livingston and Blayney

The 1961 General Plan called for office development along San Antonio Road south of Hillview Avenue. This area has been substantially developed as recommended. In addition to this office district, the City has adopted planned development regulations (PUD/OA) which permit, as conditional uses, offices to locate on San Antonio Road between Edith and Cuesta. As noted above, because of the five acre minimum site requirement, no projects have been built under the PUD/OA regulations and no vacant parcels of this size remain along San Antonio except the former School District Administration Building site. Offices would be no more compatible with the residential uses near San Antonio than multi-family dwellings would be, and office development could impair equally the city's image as viewed by travelers on its most important arterial. It is recommended that with respect to offices the PUD/OA provisions be repealed when disposition of the School District site has been resolved.

The General Plan also prescribed limited office development on the east side of Foothill Expressway between Springer Road and Loyola Corners. This area now contains a mixture of community facilities and offices, including McKenzie Park, the Loyola Fire Station, the Municipal Service Center, a hospital, and a bank. No expansion of this development could occur without the removal of numerous fine homes.

The Triangle contains two small office districts. The OAD/R3-1 district should be changed to an OAD district, eliminating apartments as a permitted use. Other than this change, no alteration of present office districts is recommended.

Commercial Districts

Los Altos' shopping areas contribute significantly to the City's tax base. Sales tax revenue amounts to 22 per cent of the City's total revenue, but 95 per cent of the capital improvement fund is derived from this source. In addition, the shopping areas add to the total assessed value of the City and thus contribute to property tax revenues. Taxable sales in 1972 amounted to \$47.8 million. Adding non-taxable retail food sales, total retail sales are estimated at \$55.5 million. The downtown Triangle is Los Altos' major commercial center with sales amounting to more than \$18 million annually. The shopping centers, Loyola Corners, and the retail outlets along El Camino Real comprise the remainder of the commercial districts. Since 1968 total sales have

risen 44 per cent in Los Altos, compared to 48 per cent county-wide over the same period. Despite the location of regional shopping centers nearby, Los Altos' sales position has nearly kept pace with that of the county.

The following table shows the amount of land zoned for commercial use, the amount used for commercial purposes, and the amounts of vacant land and land in non-conforming uses available for commercial expansion.

Table 10
COMMERCIAL DISTRICTS
(Square Feet)

	<u>Site Area</u>	<u>Area in Commercial Use</u>	<u>Area in Non- Conforming Use</u>	<u>Vacant Area (1)</u>
<u>Triangle</u>				
CRS	1,273,000	1,225,900	14,200	32,900
CD	655,000	597,600	21,300	36,100
CRS/OAD	54,800	42,900	-0-	11,900
Sub-total	1,982,800	1,866,400	35,500	80,900
<u>El Camino Real</u>				
CT	2,920,000	2,583,000	15,000	322,000
CN	360,000	210,000	150,000	-0-
Sub-total	3,280,000	2,793,000	165,000	322,000
<u>Rancho</u>				
CN	307,000	307,000	-0-	-0-
<u>Loyola Corners</u>				
CN	498,800	478,800	4,000	16,000
CN-T	9,000	9,000	-0-	-0-
	507,800	487,800	4,000	16,000
<u>Woodland Plaza</u>				
CN	312,850	273,850	-0-	39,000
<u>Foothill Plaza</u>				
CN	437,000	251,400	-0-	185,600
TOTALS	6,827,450 (157 acres)	5,979,450 (136 acres)	204,500 (21 acres)	643,500

(1) Vacant site or site with vacant building.

Source: Livingston and Blayney

Approximately 21 acres or 13 per cent remain for commercial expansion within the districts now zoned for commercial use. If the commercially zoned parcels north of Marich Way and east of Jordan Avenue are placed in a multi-family zone as recommended above, 19.2 acres or 12 per cent will remain. More intensive use of existing commercial zones will continue to permit modest expansion of businesses. Replacement of one story buildings with two story structures would permit some establishments to occupy additional space. By relocating ground floor offices to the second floor, additional ground floor space would become available for new businesses. Increased sales per square foot of existing floor space and enlargement of existing buildings to cover the maximum area permitted by zoning could provide additional opportunities for business expansion without increasing the extent of commercially zoned areas. Needless to say, there should be no encroachment on parking or landscaped areas.

Demand for commercial expansion has diminished as the population growth rate in Los Altos' trade area has dropped. The holding capacity of most of the communities in the trade area will be reached within the next decade, reducing the demand for new commercial space. Even if real incomes rise, a proportionate increase in demand for the types of goods and services available in Los Altos is unlikely to occur. If Los Altos is typical of other upper middle income communities studied by economists, additional income will be spent outside of the community on second homes, trips abroad, private education, and similar items. The anticipated demand for additional goods and services by households in the trade area can be accommodated within the city's present commercial districts. Consequently, no expansion of the districts is recommended.

Within the Triangle, parking problems may limit potential business volume, particularly for those establishments located near San Antonio Road and First Street. These businesses do not belong to the Parking District which established the parking plazas in cooperation with the City. Furthermore, the nearer parking plaza is located over 1,000 feet away. Although most businesses have provided small parking areas at the sides or rear of the buildings, these lots are too small to accommodate the parking demand. A few more spaces could be added to existing individual parking lots, but an estimated 60-75 additional parking spaces are needed. Without expanding the Parking District or creating a new one to provide a supplementary parking plaza, the parking shortage will tend to hurt business.

The best location for a small parking plaza would be north of Lyell Street between First and Second Streets. Acquisition of three contiguous lots would provide spaces for 65-70 vehicles. A small number of additional parking spaces might be obtained by consolidation of existing private parking facilities, particularly those located at the rear of buildings. Although land price (about \$5.50 per square foot) would make the initial cost of a new parking plaza high, increased sales resulting from more convenient parking probably would justify the outlay.

Loyola Corners has suffered from difficult access, poorly located parking areas, small irregularly shaped lots, and an obsolete internal street pattern. If this shopping area is to be revitalized, these problems must be solved by the City in cooperation with property owners and merchants. In conjunction with Fremont Avenue improvements expected to result from the current Grant-Fremont study, the City and Loyola Corners interests should develop a plan to unify the commercial center by the provision of public parking areas and redesign of the street system. An assessment district should be formed to pay the cost of improvements.

A 1957 study of Loyola Corners presented recommendations which still are relevant today. This plan called for the removal of buildings in the area bounded by Dolores Avenue, Carob Lane, B Street, and Miramonte Avenue and the construction of a parking lot in this area. Shops and offices were to be located along Fremont Avenue and Miramonte Avenue. Implementation of this plan would have created 265 off-street parking spaces and 34,000 square feet of new commercial floor space. (At present, Loyola Corners has approximately that number of parking spaces, but two to three times as much commercial floor area.) A more modest version of this proposal could be developed which would leave existing buildings on Fremont Avenue and Miramonte Avenue, remove those fronting on Carob Lane and on B Street, close these streets, and convert the available land to parking. Private parking areas could be consolidated with the public parking lot where located contiguous to it. Such a project would increase the parking supply by 125 spaces and would provide more conveniently located parking.

Five commercial centers (including Loyola Corners) are zoned CN, for neighborhood businesses. All of these centers are located on major thoroughfares and potentially can attract customers from a broader trade area than just the surrounding neighborhood. However, the list of uses permitted to

locate in a CN district includes only those which typically serve a neighborhood. Although the Zoning Ordinance authorizes the City to allow businesses to locate in a CN district which are "of the same general character" as those specifically permitted, the extent to which this discretion may be used has not been clear to City officials. Certain businesses such as antique shops and interior decorating services are not expressly permitted in a CN district, although they are permitted in other commercial districts. To date the City has interpreted the regulations to mean that antique stores and interior decorating services are prohibited in CN districts, even if such establishments were to be judged "of the same general character" as permitted businesses. As a practical matter, no list of permitted uses can include all the businesses and services appropriate for each commercial area. Obvious omissions or important unforeseen needs can be remedied by occasional amendments to the Zoning Ordinance.

Sufficient flexibility can be built into the ordinance only by judicious interpretation of the phrase "of the same general character." At the discretion of the Planning Commission and the City Council, appropriate uses can be permitted in each type of shopping area while undesirable ones can be barred. Criteria for authorizing uses "of the same general character" should be added to the ordinance. Appropriate criteria include traffic generation, parking needs, business floor area, storage and loading area needs, exterior appearance, and clientele served. If all these are similar to the characteristics of permitted uses, the use in question should be approved. Continuing to give City officials discretion in permitting uses of the "same general character" is more logical than attempting to develop a more comprehensive list of permitted uses.

Similar flexibility with respect to conditional uses in commercial districts is recommended, for the same reasons that apply to permitted uses. For example, small printing shops are listed as a conditional use, and it would be logical to permit photocopying services and blue print shops if fumes were adequately controlled.

Community Facilities

Public and semi-public facilities including churches, hospitals, schools, nursing homes, and similar uses are now permitted as conditional uses in all residential and office districts and in some commercial districts. Such facilities require a use permit, giving the City control over the location of the facility and providing an opportunity to impose conditions to reduce traffic congestion, ensure adequate parking, or otherwise to protect the surrounding neighborhoods.

Despite occasional controversy over residential care homes and similar uses in residential neighborhoods, the Opinion Survey found little objection to the location of day care centers, nursing homes, residential care homes, and nursery schools in residential neighborhoods, provided that the City Council reviews and approves the proposed facility.

Although the City can approve or disapprove the location of a community facility, it has no control over subsequent use when such a facility closes. Thus, the spacious grounds of a school or institution, long thought to provide permanent open space, suddenly may be sold for development without the City having an opportunity to consider alternative uses. Notable current examples are surplus school sites and the unimproved portion of the El Retiro property. However, if a zoning change were required before a community facility site was converted to a substantially different use, the City would have the opportunity to review the proposed new use and determine its suitability.

It is recommended that a Community Facilities District be added to the Zoning Ordinance applicable to all community facilities listed in Article 22 of the Zoning Ordinance on sites greater than one acre, with the exception of day care centers, nursery schools, residential care homes, and nursing homes. Within this district selected facilities would be permitted uses while other facilities would be conditional uses requiring conditional use permits. (See Table 12.)

Table 11 INVENTORY OF EXISTING COMMUNITY FACILITIES

On sites under 1 acre:	3 residential care homes, 1 fraternal club, 1 nursery school, 1 park, 2 fire stations.
On sites of 1-2 acres:	1 nursery school, 1 private school, 1 nursing home, 2 churches.
On sites of 2-3 acres:	1 church, municipal service center.
On sites of 3-4 acres:	1 hospital, 2 nursing homes, 2 churches, 1 park.
On sites of 4-5 acres:	1 private school, 4 churches, 1 park.
On sites of 5 + acres:	1 private school, 13 public schools, Civic Center, El Retiro, Medical Missionary Sisters facility, Los Altos Country Club.

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Sufficient flexibility can be built into the ordinance only by judicious interpretation of the phrase "of the same general character." At the discretion of the Planning Commission and the City Council, appropriate uses can be permitted in each type of shopping area while undesirable ones can be barred. Criteria for authorizing uses "of the same general character" should be added to the ordinance. Appropriate criteria include traffic generation, parking needs, business floor area, storage and loading area needs, exterior appearance, and clientele served. If all these are similar to the characteristics of permitted uses, the use in question should be approved. Continuing to give City officials discretion in permitting uses of the "same general character" is more logical than attempting to develop a more comprehensive list of permitted uses.

Similar flexibility with respect to conditional uses in commercial districts is recommended, for the same reasons that apply to permitted uses. For example, small printing shops are listed as a conditional use, and it would be logical to permit photocopying services and blue print shops if fumes were adequately controlled.

Community Facilities

Public and semi-public facilities including churches, hospitals, schools, nursing homes, and similar uses are now permitted as conditional uses in all residential and office districts and in some commercial districts. Such facilities require a use permit, giving the City control over the location of the facility and providing an opportunity to impose conditions to reduce traffic congestion, ensure adequate parking, or otherwise to protect the surrounding neighborhoods.

Despite occasional controversy over residential care homes and similar uses in residential neighborhoods, the Opinion Survey found little objection to the location of day care centers, nursing homes, residential care homes, and nursery schools in residential neighborhoods, provided that the City Council reviews and approves the proposed facility.

Although the City can approve or disapprove the location of a community facility, it has no control over subsequent use when such a facility closes. Thus, the spacious grounds of a school or institution, long thought to provide permanent open space, suddenly may be sold for development without the City having an opportunity to consider alternative uses. Notable current examples are surplus school sites and the unimproved portion of the El Retiro property. However, if a zoning change were required before a community facility site was converted to a substantially different use, the City would have the opportunity to review the proposed new use and determine its suitability.

It is recommended that a Community Facilities District be added to the Zoning Ordinance applicable to all community facilities listed in Article 22 of the Zoning Ordinance on sites greater than one acre, with the exception of day care centers, nursery schools, residential care homes, and nursing homes. Within this district selected facilities would be permitted uses while other facilities would be conditional uses requiring conditional use permits. (See Table 12.)

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On sites of 2-3 acres:	1 church, municipal service center.
On sites of 3-4 acres:	1 hospital, 2 nursing homes, 2 churches, 1 park.
On sites of 4-5 acres:	1 private school, 4 churches, 1 park.
On sites of 5 + acres:	1 private school, 13 public schools, Civic Center, El Retiro, Medical Missionary Sisters facility, Los Altos Country Club.

Table 12 COMMUNITY FACILITIES USES

<u>Community Facilities</u>	<u>Community Facilities Districts (1)</u>	<u>Other Districts (2)</u>
Public schools, private non-profit schools, and parochial schools. *	P	C
Colleges, hospitals, sanitariums, and convalescent hospitals. *	C	C
Day care centers, nursery schools, residential care homes, foster homes, and nursing homes.		C
Licensed family care homes and group homes for 6 or fewer mentally disordered, handicapped, or dependent persons.		C
Public and private non-profit recreation areas, country clubs, golf courses, private non-commercial clubs, community centers, playgrounds, and parks. *	C	C
Open space conservation areas.	P	C
Non-profit housing for low and moderate income households.*	C	C
Churches, church schools, convents, and monasteries. *	C	C
Institutions of an educational, religious or philanthropic nature. *	C	C
Libraries, museums, and non-commercial art galleries. *	P	C
Public administrative buildings and other public structures. *	P	C
Public utility installations	C	C

(1) Minimum site area one acre.

(2) As now provided by Zoning Ordinance.

C Conditional use

P Permitted use

* CF zoning required for facilities on sites of **one acre or more.**

Community facilities on sites less than one acre would continue to be permitted as conditional uses in residential, office, and commercial districts, according to the present provisions of the Zoning Ordinance. In addition, State authorized or licensed family care homes, foster homes or group homes serving six or fewer mentally disordered or otherwise handicapped persons, or dependent and neglected children, and providing care on a 24-hour-a-day basis, would be permitted as conditional uses according to the same procedure as other community facilities. Recent State law prescribes that a city must permit such facilities, but may require a conditional use permit. Housing for low and moderate income households built on sites of less than one acre would be permitted as a conditional use provided that proposed densities were no higher than the maximum permitted elsewhere in the City.

When establishing the Community Facilities District, the City should rezone all parcels of one acre or more now in community facilities use to Community Facilities (CF). For new community facilities on sites of one acre or more, rezoning to the CF District would be required. In addition, a conditional use permit would be required for many types of facilities. In order to simplify the administration of this procedure, the City should establish a combined application to obtain both a zoning change and a conditional use permit for a new community facility. Applicants for community facilities on sites of less than one acre would follow the conditional use procedure currently prescribed by the Zoning Ordinance, and rezoning would not be required.

Upon termination of a community facility, and prior to rezoning the site from CF to another district, the City should study other possible public or private community facilities uses for the land. If none were needed, the land could be rezoned to permit an appropriate alternative type of development. By establishing a Community Facilities District in addition to the present conditional use permit procedure, the City would gain control of both the location of public and semi-public facilities and the subsequent use of their sites following termination.

Pre-Zoning

Land outside the City limits, but within the Los Altos Planning Area, is predominantly in residential use. The City has pre-zoned this land for varying densities of single family use. When a parcel is annexed, the pre-zoning remains in effect unless a change of zone is granted according to the

prescribed procedure. East of Foothill Expressway, all unincorporated areas have been pre-zoned R1-10, consistent with existing development patterns and nearby zoning within the City. No changes are recommended.

West of the Foothill Expressway, all unincorporated areas have been pre-zoned for residential use, but densities range from 10,000 square foot lots to one acre lots. With one exception, the pre-zoning is consistent with existing land use patterns and suited to the topography. However, a change in pre-zoning is recommended for the area between Villa Drive and Fairway Drive. Approximately half of this area is in single family residential development on lots averaging 40,000 square feet, and the remaining half is the Los Altos Country Club golf course. It is recommended that the pre-zoning be changed from R1-20 to R1-40 for the area bounded by Villa Drive, Country Club Drive, Crestview Drive, Loyola Drive, Fairway Drive, Hillview Road, Magdalena Avenue, and the property line connecting Magdalena and Fairway at Villa Drive. Within this area the Los Altos Country Club should be pre-zoned in the Community Facilities District when it is added to the City's Zoning Ordinance.

The entire El Retiro Retreat House property is properly within Los Altos' Planning Area, despite recent controversy over this parcel. The 1961 General Plan defined the Planning Area to include El Retiro and a map, Santa Clara County Planning Areas, published by the County Planning Department, depicting sphere of influence boundaries approved by LAFCO, also places the El Retiro land within the Los Altos Planning Area. Consequently, the City should pre-zone the Retreat House land still outside the City by placing it in the proposed Community Facilities District.

Non-Conforming Uses

The Zoning Ordinance states that all non-conforming uses must be discontinued within eight years from the date of adoption of the zoning regulation which made them non-conforming. For many uses, the termination date is 1974. Non-conforming uses include single family homes in multi-family and commercial districts, commercial and multi-family uses in single family districts, commercial and office uses in multi-family districts, and conditional uses existing without a use permit. Each type of non-conforming use presents its own problems, and each should be treated differently.

Single family uses in multi-family and commercial districts and multi-family uses in R1 districts. Non-conforming (but legal) single family and multi-family residential uses may be exempted from the termination requirements of the Zoning Ordinance if they meet minimum health and safety standards and obtain a use permit. Code requirements applicable to such structures need not be as stringent as those applicable to new construction. For example, federally assisted code enforcement programs typically have required that such buildings conform to a "minimum code" sufficient for the safety of the occupants but not requiring uneconomical improvements of older structures. However, prior to conversion of any dwelling to multi-family, office, or commercial use, the structure should be required to meet all code provisions, as at present.

Commercial uses in single family districts. Foodland Grocery Store on Los Altos Avenue at Traverso Avenue may be permitted to continue if it obtains a use permit, because no other store conveniently serves the neighborhood. However, the City should strictly enforce the provisions of the Zoning Ordinance prohibiting alteration or enlargement of a non-conforming use. The Standard service station at Grant Road and Fremont Avenue is in excellent condition and does not adjoin any single family homes. The termination date should be extended for another eight years unless the Grant-Fremont study finds that the station contributes to traffic circulation problems and recommends its removal. DeMartini's fruit stand on San Antonio Road will require special consideration because of its unique character.

Commercial and office uses in multi-family districts. Four businesses are located in the multi-family district in the Triangle. They should be required to obtain a use permit or be terminated.

Conditional uses or community facilities existing without a use permit. These uses should be required to apply for and obtain a use permit in accord with the provisions of the Zoning Ordinance.

Recommended Policies

1. Maintain the quality of the City's residential neighborhoods by maintaining their low density character and preventing the intrusion of multi-family, office, and commercial uses.
2. Retain existing lots both larger and smaller than 10,000 square feet to permit a variety of life styles in Los Altos and to halt the deterioration of units now neglected in anticipation of subdivision or rezoning.

3. Preserve small-lot single family areas which provide sound, moderately priced housing, by restricting high density multi-family, office, and commercial developments.
4. Maintain pleasant, attractive, moderate density multi-family districts, typically located between commercial and residential areas, but prohibit expansion of these districts into single family residential areas.
5. Promote livable and attractive residential cluster developments by requiring that adequate common open space be reserved for the use of the occupants and to preserve natural assets of the site.
6. Encourage the maximum utilization of existing office and commercial districts by restricting the expansion of these districts and encouraging the enlargement of parking facilities where needed.
7. Promote orderly and compatible development outside the City limits but within the Planning Area by pre-zoning the land at densities consistent with present patterns where the land is developed, and compatible with topography where it is vacant.
8. Maintain the character of the community by making changes in the City's zoning and pre-zoning only when consistent with the General Plan.
9. Maintain maximum control over development of present and future community facilities sites by establishing a Community Facilities District.
10. Consider the continuation of residential non-conforming uses and other non-conforming uses which serve the surrounding area without adverse effects, provided that they obtain a use permit.

Recommended Action Program

1. Expand the apartment district on Jordan Avenue near El Camino Real by zoning for multi-family use an additional four acres west of the present apartment district, but limiting density to one unit per 3,000 square feet (14 units per net acre).

2. Permit no other expansion of multi-family districts except as needed to provide housing for the elderly in accord with the recommendations of the Housing Element.
3. Rezone the area in the OAD/R3-1 district adjoining the Triangle parking plaza to the OAD district.
4. Incorporate the following changes into the Planned Unit Development R1 Cluster regulations:
 - Permit no more than four attached units in a single structure.
 - Limit the maximum number of units which may be built under the R1 Cluster regulations to the number which could be built in a conventional subdivision.
 - Require that 25 per cent of the total site be preserved as common open space, that the open space be retained in its natural condition or landscaped, and that driveways, parking areas, and service areas not be included in the computation of common open space.
5. Eliminate the zoning provision (CN-T) permitting expansion of the Loyola Corners commercial district, and permit no expansion of other commercial districts.
6. Establish a Community Facilities District in the Zoning Ordinance applicable to most community facilities on sites over one acre now permitted by use permit, such as schools, churches, libraries, parks, and hospitals. In the Community Facilities District, schools, public buildings, and open spaces would be permitted uses, while other facilities, including low-moderate income housing, would be conditional uses requiring a use permit. Community facilities on sites less than one acre and certain other facilities such as residential care homes, nursing homes, and nursery schools would continue to be permitted as conditional uses in residential districts according to present regulations.
7. Change the pre-zoning on certain unincorporated lands west of Foothill Expressway to classify the land in the vicinity of the Los Altos Country Club golf course between Villa Drive and Fairway Drive in the R-40 dis-

trict (1 unit per net acre) instead of the R1-20 district (2 units per net acre), and to place the golf course itself in the Community Facilities District.

8. Establish a use permit procedure and criteria to either eliminate or conditionally allow the continuation of non-conforming uses.
9. Encourage property owners and business in the Triangle outside of the Parking District to establish an assessment district to provide needed public parking facilities.
10. Encourage Loyola Corners property owners and businesses to establish an assessment district to provide public parking facilities, and close selected streets as necessary for this purpose and to improve traffic circulation.

Summary of Recommended Zoning Changes

Commercial Zones. Eliminate Article 17 (CN-T District).

Planned Unit Developments. Amend the following sections of the planned unit development regulations:

PUD/R Regulations. Eliminate Sections 10-2.2403(b) and 10-2.2404(b).

PUD/R1 Cluster Regulations. Revise portions of Section 10-2.2420(b) as follows:

(1) Permitted uses: Single family detached dwellings; single family dwellings attached by common walls provided that no structure contains more than four attached units.

(2) Density: Maximum number of dwelling units to be calculated by subtracting from gross area of parcel, land within flood plains as defined in Flood Plain Combining District and land with average slope over 20 per cent, then by subtracting 20 per cent of net area, and dividing remainder by 10,000 square feet in R1-10 district and by 15,000 square feet in R1-H district. In R1-20 district and R1-40 district, maximum number of dwelling units to be calculated by subtracting 20 per cent of gross area of parcel and dividing remainder by 20,000 square feet in R1-20 or 43,560 square feet in R1-40.

(3) Coverage: Not more than 30 per cent of the net area in an R1-10 district; not more than 25 per cent in an R1-H district and in an R1-20 district; not more than 20 per cent in an R1-40 district.

(11) Minimum site area: Five acres, but ten acres when located in an R1-40 district.

(13) ii Common open space areas: At least 25 per cent of the total site area to be reserved as common open space and laid out to accommodate at least one rectangle 150 feet by 150 feet. Structures, streets, drive-ways, parking areas, service areas, and other paved areas to be excluded in calculating common open space areas, except for plazas and terraces and pedestrian and bicycle paths. Landscaping required except where site is left in its natural condition at the direction of the Planning Commission. Location of open space to be selected to protect the following resources when found on site: creeks and associated riparian vegetation, wildlife habitats, flood plains, significant groves of trees, archaeological and historic sites, and other natural features identified in the Open Space/Conservation Element.

Sign Regulations. (See also Open Space/Conservation Element.) Revise regulations applicable on CN, CD, and CRS Districts and Office Districts as follows:

Sec. 10-2.2507. General Provisions: No free-standing signs except for signs otherwise permitted for identification of shopping centers. No moving signs or flashing signs. No more than one sign per establishment, located so as to overhang walkways, streets, or driveways.

Parking Regulations. (See also Open Space/Conservation Element.) Add to Section 10-2.2319 the following:

In parking areas containing more than 50 spaces, 10 per cent of interior of parking area to be landscaped, including one tree for each 10 parking spaces. Hedges or other landscaping installed to meet the screening requirement of Paragraph (i) not to be included in computing the interior lot area devoted to landscaping.

Community Facilities District Regulations. Establish regulations applicable to community facilities as follows:

Permitted uses: Public schools, private non-profit schools, parochial schools, open space conservation areas, libraries; museums, non-commercial art galleries, public administrative buildings, and other public structures.

Conditional uses: Colleges, hospitals, sanitariums, convalescent hospitals, public and private non-profit recreation areas, country clubs, golf courses, private non-commercial clubs, community centers, playgrounds, parks, churches, church schools, convents, monasteries, institutions of an educational, religious or philanthropic nature, public utility installations, and housing developed by non-profit sponsors for low and moderate income households when located according to criteria prescribed in the Housing Element and developed at densities no higher than the maximum permitted elsewhere in the City, except that when designed for elderly occupants, such housing may be built at a higher density as required for participation in public subsidy programs, provided that the Planning Commission finds that the site design, landscaping, and buffer areas make the development compatible with the surrounding area.

Minimum site area: One acre.

Establishment of district: Existing public and private community facilities prescribed above on sites of one acre or more to be placed in district by rezoning. New community facilities prescribed above located on sites of one acre or more required to be in Community Facilities District. Prior to zoning site to Community Facilities District, Planning Commission to make the following determinations:

Whether proposed community facility is desirable or essential to public health, safety, comfort, convenience, prosperity, or welfare;

Whether proposed location of the community facility conforms with the General Plan and the purposes of the Zoning Ordinance;

Whether proposed location of the community facility will be detrimental to health, safety, comfort, convenience, prosperity, or welfare of persons residing or working in the vicinity or injurious to property or improvements in the vicinity;

Whether proposed community facility complies with regulations and standards prescribed in Article 22.

If findings on each issue are positive, the Commission to recommend to the Council that the zoning change be granted, subject to any conditions deemed necessary.

Design control: As prescribed in Article 27.

Community Facilities in Residential, Office, and Commercial Districts.
Permit as conditional uses in residential, office, and commercial districts community facilities as now provided in the Zoning Ordinance, subject to the following changes:

All community facilities listed in Article 22 when located on sites less than one acre; housing developed by non-profit sponsors for low and moderate income households on sites less than one acre when developed at a density no higher than the maximum permitted elsewhere in the City and located according to criteria prescribed in the Housing Element; State authorized, certified, or licensed family care homes, foster homes or group homes serving six or fewer mentally disordered or otherwise handicapped persons, or dependent and neglected children, and providing care on a 24-hour-a-day basis; open space conservation areas; day care centers, nursery schools, residential care homes, and nursing homes.

Flood Plain Combining District. (See also Open Space/Conservation Element.)
Establish regulations applicable to lands within flood plains, such regulations to apply in addition to regulations in the underlying district.

Location: Along Adobe Creek, Hale Creek, Permanente Creek, and Stevens Creek, extending 23 feet out from each bank, but where the bank is vertical, extending twice the height of the bank plus 23 feet, and including additional lands which are subject to periodic inundation in the opinion of the Flood Control District engineer.

Permitted uses: All uses permitted in the underlying zone; flood control channels and other modifications of water courses, subject to the following conditions:

- a. No structure, including dwellings, offices, commercial buildings, guest houses, garages, tool sheds, solid fences

and walls, and similar structures, to be located within the District except on property which is not subject to inundation, in the opinion of the Flood Control District engineer, by reason of proximity to a flood control channel.

b. No filling of the flood plain or removal of substantial amounts of creekside vegetation except in conjunction with a project undertaken by the Flood Control District.

c. Flood control channels and other modifications of watercourses to be permitted only in the following situations:

(1) Where adjacent land is developed and, in the opinion of the Flood Control District engineer, no alternative measure will provide occupants and property adequate protection from flooding.

(2) When, in conjunction with new development, all regulations of the District have been met and, in the opinion of the Flood Control District Engineer, no alternative measure will provide occupants and property adequate protection from flooding.

Agricultural Preserve District. (See also Open Space/Conservation Element.) Establish regulations applicable to lands in agricultural, recreational, or open space use as defined by the California Land Conservation Act of 1965 as follows:

Permitted uses: Agriculture and horticulture, a one family residence for use by owner or manager of agricultural or horticultural operation, undeveloped open space, stables and/or corrals for the keeping of not more than one animal for each acre of site area, home occupations.

Conditional uses: Plant nurseries, passive outdoor recreation activities such as hiking and picnicking available to the public and compatible with the preservation of open space.

Minimum site area: 10 acres.

Yards: Minimum distance between structures and property lines, 50 feet.

Maximum height of structures: Two stories or 30 feet, whichever is less.

Other regulations: Off-street parking as provided in Article 23; signs as provided in Article 25; fences as provided in Article 26.

CIRCULATION ELEMENT

Freeway and expressway construction projects completed since adoption of the 1960 General Plan have removed most through traffic from Los Altos' local street system. Cross-county traffic on the Bayshore and Junipero Serra Freeways averages 148,000 vehicles daily in the Mountain View-Los Altos area (102,000 on Bayshore and 46,000 on Junipero Serra), and an additional 45,000 vehicles use the Central and Foothill Expressways (26,000 on Central and 19,000 on Foothill). Stevens Creek Freeway, providing a north-south link between these routes, carries about 56,000 vehicles daily.

El Camino Real (32,000-37,000 vehicles daily) has been improved to six lane divided thoroughfare standards north of Jordan Avenue, and completion of the section south of Jordan to Bailey Avenue is included in the Division of Highways' program for some time in the 1975-80 period. Although the current traffic volume normally would be within the capacity limits for a six lane divided thoroughfare, commercial development on El Camino Real will continue to limit its traffic-carrying capacity.

Local streets subjected to the heaviest traffic volumes (all carrying over 10,000 vehicles per day) are San Antonio Road, El Monte Avenue south of Cuesta Drive, Fremont Avenue east of Fallen Leaf Lane, Homestead Road, Grant Road north of Fremont Avenue, Miramonte Avenue north of Covington Road, and Main Street between First Street and Foothill Expressway. Current traffic volumes compared with street capacities are shown in the following table. Except as otherwise indicated, the traffic counts were taken by the City in March-May 1973.

TABLE 13

24 HOUR TRAFFIC VOLUMES COMPARED WITH STREET CAPACITIES, LOS ALTOS, 1973

<u>Street</u>	<u>Location (Between Intersecting Streets)</u>	<u>Total Vehicles</u>	<u>Traffic Volume As Per Cent of Street Capacity</u>
San Antonio Road	El Camino Real/Loucks	25,340	113
San Antonio Road	Pine Lane/Arbuelo	23,961	106
San Antonio Road	Mt. Hamilton/Edith	22,790	101
San Antonio Road	Hawthorne/Pepper	13,673	61
Springer Road	El Monte/Vista Grande	8,432	77
Springer Road	Berry/Fremont	7,826	71

<u>Street</u>	<u>Location (Between Intersecting Streets)</u>	<u>Total Vehicles</u>	<u>Traffic Volume As Per Cent of Street Capacity</u>
Grant Road	Fremont/Richardson	8,763	80
Grant Road	Morton/Foothill Expressway ⁽¹⁾	9,486	86
Grant Road	Garthwick/Fremont	12,307	112
Fremont Avenue	Lisa Lane/Grant	8,112	74
Fremont Avenue	Fallen Leaf Lane/Stevens Creek	16,918	154
Homestead Road	Fallen Leaf Lane/Stevens Creek ⁽¹⁾	14,087	128
El Monte Avenue	University/Milverton	23,179	103
El Monte Avenue	Shirlynn Court/Giffin ⁽²⁾	9,903	44
El Monte Avenue	Jay/Almond	8,878	81
Magdalena Avenue	Gronwall/Summerhill ⁽³⁾	7,722	34
Los Altos Avenue	El Camino Real/Santa Rita	5,315	48
Los Altos Avenue	Spagnoli/Pine Lane	4,129	38
Los Altos Avenue	Mt. Hamilton/Edith	4,940	45
Almond Avenue	San Antonio/Beverly	6,918	63
Edith Avenue	Third/View	4,677	43
Cuesta Drive	Gabilan/El Monte	4,211	38
Cuesta Drive	Clark/Springer	5,481	50
Miramonte Avenue	Alegre/Covington	10,760	98
Miramonte Avenue	B/A	7,886	72
Covington Road	Eastwood/Thatcher	4,291	39
Main Street	Edith/State	6,550	60
Main Street	First/Foothill Expressway	10,198	45

(1) July 1973 count, City of Los Altos.

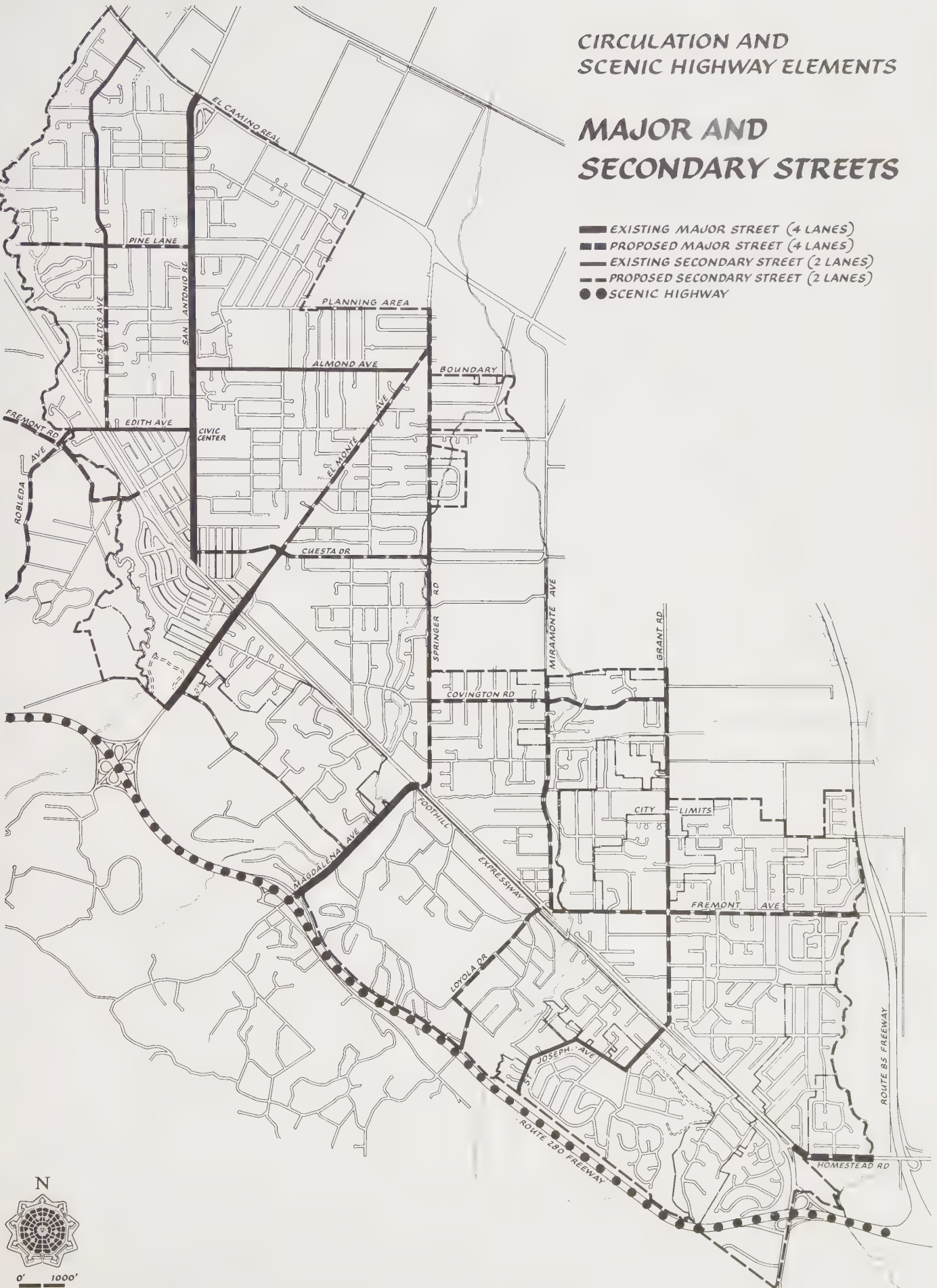
(2) October 1971 count, City of Los Altos (construction project prevented 1973 count).

(3) July 1973 count, Santa Clara County.

CIRCULATION AND SCENIC HIGHWAY ELEMENTS

MAJOR AND SECONDARY STREETS

- EXISTING MAJOR STREET (4 LANES)
- PROPOSED MAJOR STREET (4 LANES)
- EXISTING SECONDARY STREET (2 LANES)
- PROPOSED SECONDARY STREET (2 LANES)
- SCENIC HIGHWAY



To maintain a high level of service (no delays caused by traffic congestion and no avoidable air and noise pollution), a two lane street should not carry more than 9,000-11,000 vehicles daily (6,800-10,000 where there is business frontage). For a four lane street, the traffic load should not exceed 17,500-22,500 vehicles per day. Hence, as revealed in the table, a number of Los Altos streets are being subjected to over-capacity traffic loads in varying degrees. Most seriously overloaded are Fremont Avenue and Homestead Road east of Fallen Leaf Lane; both streets connect directly with Stevens Creek Freeway interchanges. Some overloading also occurs on Grant Road north of Fremont Avenue, on San Antonio Road north of Edith Avenue, and on El Monte Avenue south of Foothill Expressway. (In the latter two cases, the "real" capacity probably is higher than the "theoretical" capacity range cited above, because of the high standard improvements that have been constructed, and because of restricted parking on San Antonio Road.) Although traffic on Miramonte Avenue north of Covington Road is close to the maximum high service level limits for a two lane street, the traffic volume drops off sharply south of Covington Road. Congestion at Loyola Corners results from severely limited capacity caused by the complex of intersections and multiple stops required to complete most traffic movements.

The 1960 General Plan designated the following as four lane major streets:

- San Antonio Road (100 foot right of way).
- Springer Road (90 foot right of way).
- Grant Road (90 foot right of way).
- Fremont Avenue east of Miramonte Avenue (100 foot right of way).
- Homestead Road (90 foot right of way).
- El Monte Avenue between Giffin Road and Junipero Serra Freeway (100 foot right of way).
- Magdalena Avenue (100 foot right of way).

Four lanes already have been constructed on San Antonio Road and on El Monte Avenue south of Giffin Road. An improvement project currently underway between Giffen Road and Cuesta Drive will provide a transition between the four lane and two lane sections of El Monte. Four lanes also have been built on Magdalena Avenue, although the present traffic volume does not exceed the capacity of a two lane street.

To reflect present conditions, changes that should be made in the General Plan proposal for four lane major streets are as follows:

1. Springer Road should be designated as a two lane secondary street rather than as a four lane major street. The present 7,826-8,432 vehicles using the route daily are within practical capacity limits, and traffic could increase up to 30 per cent before congestion normally would occur. Because most of the frontage, both in Los Altos and in Mountain View, already is developed, it is unlikely that traffic will increase sufficiently to warrant two additional lanes. Further, enough right of way for a 70 foot street already has been secured for 44 per cent of the street's 1.8 mile length, and an additional 23 per cent of the right of way is 90 feet wide. Only 23 per cent of the street's length is less than 60 feet wide.
2. It is recommended that neither Fremont Avenue nor Grant Road be widened to four lanes, even though the present traffic volume on Fremont east of Fallen Leaf Lane is substantially above the capacity of a two lane street, and there is some overloading on Grant north of Fremont. A possible solution would be to increase traffic capacity by less drastic improvements such as protected left turn lanes, exclusive right turn lanes, restricted parking, and the like. In the case of Fremont Avenue, an alternate solution might be to install stop signs at locations that would tend to discourage use of the street by through traffic, and to encourage it to use Homestead Road which is recommended to be widened to four lanes.

The circulation issues that have generated the most local interest are the type of improvements that would be most appropriate for Fremont Avenue and Grant Road, and what should be done to improve traffic conditions at Loyola Corners. After a considerable amount of study by the City staff, in September 1972 the City Council commissioned the consulting firm of Daniel, Mann, Johnson and Mendenhall to conduct a two phase study covering Fremont Avenue from Loyola Corners to Stevens Creek (including the Foothill Expressway-Miramonte Avenue-Fremont Avenue intersection), and covering Grant Road from Foothill Expressway to Garthwick Drive. The first phase of the study was designed to obtain the opinions and suggestions of property owners on both streets, and of the residents of the surrounding area of concern (bounded by Oak Avenue on the north, Stevens Creek on the east, Holt Avenue and Foothill Expressway on the south, and Miramonte Avenue, including Loyola Corners, on the west). To this end, a questionnaire was distributed to about 500 persons (over 300 responded), and a series of three neighborhood meetings was held. The majority opinion revealed both by the questionnaire responses and by statements at the public meet-

ings was that the City's planning policy should be changed to de-emphasize both Fremont Avenue and Grant Road as major thoroughfares, and that both should remain two lanes streets, but that improvements are needed to increase traffic and pedestrian safety on both streets and at Loyola Corners. The majority of respondents also believe that pedestrian pathways and special lanes for bicycles should be provided. Strong sentiment was expressed in favor of extensive landscaping to beautify the area and to reduce the noise impact of traffic. (Experience has demonstrated that landscaping without some other kind of sound baffle has little effect in reducing noise.)

The second phase of the study covered the preparation of alternative sketch plans based on the results of the questionnaire responses and public meetings. After review by the Client Committee, the alternative plans were presented at another series of neighborhood meetings, and a concept was selected to serve as the basis for preparation of urban design plans to be presented to the Planning Commission and City Council. The study also evaluated the effects of widening Homestead Road in terms of the amount of relief it will provide for traffic on Fremont Avenue. When the City has reached decisions concerning the nature and extent of improvements to Grant and Fremont, including the future treatment of Loyola Corners, the approved proposals will be incorporated in the Circulation Element.

The 1960 General Plan designated the following as 70 foot secondary streets:

- Los Altos Avenue.
- Pine Lane.
- Almond Avenue.
- Edith Avenue.
- El Monte Avenue north of Giffin Road.
- Cuesta Drive (60 foot right of way).
- Miramonte Avenue.
- Covington Road east of Springer Road.
- West Fremont Avenue.
- Robleda Road.
- Loyola Drive.
- St. Joseph Avenue (60 foot right of way).

Although significant portions of the ultimate rights of way have been secured in most cases (except for West Fremont and Robleda Road located in the Town of Los Altos Hills, and except for Loyola Drive located in unincorporated area), only Almond and Edith Avenues have been fully improved in accord with the plan. However, recent improvements constructed on Los Altos Avenue essentially complete that project from El Camino Real to Yerba Santa Avenue (except for portions of the pathways between Pine Lane and Patrick Way), and only segments south of Yerba Santa Avenue remain to be completed. Improvements on St. Joseph Avenue are about 80 per cent complete.

Even though traffic on Miramonte Avenue north of Covington Road is near the maximum level for a two lane street (nearly 11,000 vehicles daily), widening to four lanes is not recommended. Little land in the tributary area remains to be developed, and the widening would encourage more traffic to use the route, adding to congestion at Loyola Corners. Present trends such as decreased vehicle usage because of environmental concerns over air quality, fuel shortages, establishment of public transit service, and the possibility of a decrease in multi-car families presage a stabilization or possibly even a drop in traffic in a mature community like Los Altos.

All proposals of the 1960 Plan relating to secondary streets remain valid. Although West Fremont Avenue and Robleda Road are in Los Altos Hills, the proposed improvements are needed partly to serve Los Altos traffic; so they should continue to be designated in the General Plan as secondary streets.

Public Transit

The interim public transit system recently instituted by the Santa Clara County Transit District consists of 60 buses on fixed routes serving the various parts of the County most urgently in need of transit service. Three lines serve Los Altos as follows:

Lines 18 and 18A provide service between Los Altos, Monta Vista, Cupertino (De Anza College), and San Jose. Headway is approximately two hours. In the Los Altos area, the lines utilize portions of Foothill Expressway, Grant Road, Fremont Avenue, and Miramonte Avenue. Terminal points are St. Francis High School in Mountain View, and First and Santa Clara Streets in downtown San Jose.

Line 42 provides service between Los Altos, Mountain View, Sunnyvale, and Santa Clara. Headway is approximately one hour. In the Los Altos area, the line utilizes portions of El Monte Avenue and El Camino Real. Terminal points are Foothill College in Los Altos Hills, and Kaiser Hospital in Santa Clara.

Line 43 provides service between Los Altos, Mountain View, and Palo Alto. Headway is approximately one hour. In the Los Altos area, the line utilizes portions of Grant Road and El Camino Real. Terminal points are the Fremont Avenue-Grant Road intersection in Los Altos, and the Middlefield Road-San Antonio Road intersection in Palo Alto. The line provides service to El Camino Hospital and Mayfield Mall. Two buses provide service to the Philco-Ford plant in the morning, and one bus provides service from the plant in the evening. The line also connects with Line 36 providing service to the Southern Pacific Depot in Palo Alto.

Present County Transit District plans call for a vastly enlarged system to be in service on a county-wide basis within a year. The system will consist of 200 buses operating on 14 arterial routes augmented by a collector system of demand-responsive personalized service (dial-a-bus). Objectives of the system are to provide frequent service to major activity centers (employment areas, regional shopping centers, San Jose Airport, major hospitals, universities, and community colleges) and other major generators of intercommunity trips; to provide frequent and reasonably fast service between all communities in the county; to provide connections with regional systems such as Southern Pacific and BART; to provide good connections with the demand-responsive personalized local service zones; and to provide a high level of service to transit-dependent groups such as the elderly, youth, poverty households, the unemployed, and households with limited access to private vehicles.

Arterial routes proposed to serve Los Altos include the following:

Route 50 will provide direct service between Los Altos, Los Altos Hills, Mountain View, Sunnyvale, Alviso, and Milpitas. Activity centers served will include Foothill College, downtown Mountain View, the Mountain View industrial district, Lockheed, and downtown Milpitas. Headway will be 15 minutes. In the Los Altos area, the route will utilize El Monte Avenue and El Camino Real. Terminal points will be Foothill College and downtown Milpitas.

Route 51 will provide direct service between Los Altos, Mountain View, Palo Alto, Menlo Park, Sunnyvale, Santa Clara, and San Jose. Activity centers

served will include the Menlo Park, Mountain View, Sunnyvale, and Santa Clara civic centers, Stanford Shopping Center and Stanford University, Town and Country Village, San Antonio Center, University of Santa Clara, downtown San Jose, San Jose State University, and San Jose Hospital. Headway will be 15 minutes. In the Los Altos area, the route will utilize El Camino Real. Terminal points will be El Camino Real in Menlo Park, and Mt. Hamilton Road north of Alum Rock near San Jose.

Route 52 will provide direct service between Los Altos, Mountain View, Palo Alto, Cupertino, Santa Clara, and San Jose. Activity centers served will include Stanford University and Stanford Medical Center, downtown Palo Alto, Philco-Ford, Mayfield Mall, San Antonio Center, Los Altos Civic Center and the Triangle shopping area, De Anza College, Valley Fair, downtown San Jose, and San Jose State University. Headway will be 15 minutes. In the Los Altos area, the route will utilize San Antonio Road, Main Street, and Foothill Expressway. (The City has requested that the route be changed so as not to use Main Street.) Terminal points will be Stanford University and downtown San Jose.

All of the routes will provide transfer points to other routes in the system, and will provide interties to regional transit systems including the Southern Pacific Railroad, Greyhound, and Transit District feeder bus lines connecting with the S. P. and with BART's Fremont station.

The demand-responsive collector system will be designed to provide personalized service of the same calibre as will be available on the arterial route system. All of Los Altos and the portion of Los Altos Hills located east of Route 280 Freeway are proposed to be included in a single demand-response zone wherein virtual doorstop service is to be provided upon phone request. Response time is intended to be equivalent to the 15 minute headway in the arterial route system. The service will provide intra-zonal stops as well as connections with the fixed arterial routes.

To initiate completion of the system by providing a county-wide rapid transit component, a two year study jointly sponsored by the County Transit District and the Metropolitan Transportation Commission will be commenced late this year. Design of the county-wide system is to be based on fixed guideway and/or exclusive right of way installations for regional, intra-County, and specialized levels of service.

All public transit planning to date has relied heavily on in-put from the various cities including preparation of local transit needs statements and progressive review of routes, demand-responsive zones, and other system proposals. The present interim system and the impending fixed arterial route/demand-response system are highly desirable additions to Los Altos' circulation system. According to the Transit District, the interim 60 bus system now in operation accounts for 0.5 per cent of the four million person-trips generated in the County daily. Presently proposed and future additions to the system will multiply the effects in terms of reduced traffic volumes and related congestion problems. A long range goal of the District is to attract as high a share as 30 per cent of all trips. The City should continue to cooperate with the County Transit District in development of the public transit system.

Bicycle Routes and Pedestrian Pathways

Two types of routes are incorporated in Los Altos' present Bicycle Route Plan. Primary bicycle routes are designed to provide continuous routes through Los Altos between adjoining cities, all with direct connections to the Civic Center, the Triangle, San Antonio Center, Foothill College, Rancho Shopping Center, and Loyola Corners. Secondary bicycle routes are designed to provide direct access to schools, parks, and other community facilities.

Designated primary bicycle routes include the following:

- Los Altos Avenue south of Hetch Hetchy right of way.
- San Antonio Road north of Lyell Street.
- West Edith Avenue.
- Almond Avenue.
- El Monte Avenue south of Cuesta Drive and north of Jay Street.
- A link between San Antonio Road and Fremont Avenue utilizing portions of Lyell Street, Tyndall Street, and Giffin Road.
- Fremont Avenue between El Monte and Miramonte Avenues.
- Portions of Riverside Drive, Berry Avenue, and Springer Road at Rancho Shopping Center.
- Dolores Avenue, A Street, and a portion of Miramonte Avenue at Loyola Corners.
- Granger Avenue between Loyola Drive and St. Joseph Avenue.
- Grant Road east of St. Joseph Avenue.
- Homestead Road.

A link between West Edith Avenue and El Monte Avenue south of Foothill Expressway utilizing portions of University, Palm, and Lincoln Avenue.
Magdalena Avenue.

Designated secondary bicycle routes include the following :

Portola Avenue between Los Altos and Jordan Avenues.
Portions of Jordan Avenue and Marich Way between Portola Avenue and Panchita Way.
Panchita Way.
Jardin Drive between Panchita Way and Alicia Way.
Alicia Way south of Jardin Drive.
Gordon Way between Almond and Edith Avenues.
A link traversing the Civic Center site from San Antonio Road to Edith Avenue, and on Edith Avenue to Gordon Way.
Eleanor Avenue.
Lyell Street between Tyndall Street and Eleanor Avenue.
Gabilan Street.
Covington Road.
Campbell Avenue.
Clark Avenue
Riverside Drive between Covington Road and Berry Avenue.
Berry Avenue.
Miramonte Avenue between Berry Avenue and Clinton Road.
Clinton Road.
Portland Avenue between Miramonte and Concord Avenues.
Carmel Terrace.
Altamead Drive.
Concord Avenue.
Eureka Avenue.
Oak Avenue.
Truman Avenue.
Newcastle Drive.
Eva Avenue.
St. Joseph Avenue.
Deodara Drive.

CIRCULATION ELEMENT

BICYCLE ROUTES

- EXISTING PAINTED ROUTE
- ROUTE SEPARATED FROM STREET
- PAINTED ROUTE, RESTRICTED PARKING
- ◆◆◆ PAINTED ROUTE, RESTRICTED PARKING 8AM-4PM
- ||||| OTHER ROUTE, PROMINENT SIGNS



The following are designated as future bicycle routes with no specific classification. In each case, the route most logically would fit the primary bicycle route category.

Hetch Hetchy right of way.

El Monte Avenue between Cuesta Drive and Jay Street.

Cuesta Drive between San Antonio Road and Springer Road.

Springer Road.

Fremont Avenue east of Miramonte Avenue.

Grant Road.

Only San Antonio Road has been completed as a bicycle route project. Exclusive bicycle lanes have been provided on both sides of the street in the roadway adjacent to the curb by means of a painted stripe and identification signs. Curb parking is prohibited in order to provide space for the bicycle lanes.

The 1960 General Plan reaffirmed the recommendation of Los Altos' first general plan calling for a system of bicycle and pedestrian paths or "Dutch streets" to provide access to schools and parks. The twelve foot paths were to be separated from the roadway by a landscaped space five feet wide. However, extensive experience since then has demonstrated that pedestrian-bicycle conflicts can result in more accidents than automobile-bicycle conflicts. Hence, it is recommended that in no case should pedestrian and bicycle paths be combined. However, because of space limitations, this makes it virtually impossible to have both exclusive pedestrian paths and exclusive bicycle paths, except in two kinds of situations: (1) where the bicycle path is not located in a street right of way and sufficient space is available for separate bicycle and pedestrian paths, and (2) where excess right of way not needed for street pavement allows space for both kinds of paths. Examples of the former case would be the Hetch Hetchy right of way and the secondary bicycle route link proposed to traverse the Civic Center site. The only example of the latter situation would be Fremont Avenue west of Miramonte Avenue if Fremont Avenue is not to be widened to four lanes. Only 25 per cent of the street's 1.3 mile length is less than 90 feet wide (46 per cent of its length is 100 feet or wider). The City's Pathways Master Plan (see page 120) calls for a pedestrian pathway on the north side only. There would be sufficient space in excess of that needed for the pathway and for the roadway, including turning lanes at intersections and a landscaped median, to provide a two-way exclusive bicycle path on the south side separated from the roadway by a landscaped strip. Additional right of way would be needed

only between Miramonte Avenue and Kensington Circle (about 1,000 feet) and adjoining the Medical Missionary Sisters' property recommended to be acquired by the City for a recreation park. If the needed right of way were not acquired, exclusive lanes in the roadway adjacent to the curb could be provided by prohibiting parking for this distance.

Although it also is recommended that neither Springer Road nor Grant Road be widened to four lanes, not enough excess right of way would be available to make an exclusive bicycle path separated from the roadway feasible. Excess right of way would be available for only 25 per cent of Springer Road's length, and for less than 10 per cent of Grant Road's length.

Recommended methods of effectuating the bicycle route component of the Circulation Element include the following:

1. By providing an exclusive bicycle path separated from both the street and any pedestrian pathway. Routes for which this treatment is recommended are the Hetch Hetchy right of way, the link traversing the Civic Center site between San Antonio Road and Edith Avenue, and, subject to City decisions on the Fremont-Grant Study, Fremont Avenue east of Miramonte Avenue.
2. By providing exclusive striped bicycle lanes on both sides of the roadway adjacent to the curb with parking restricted. Where high traffic volumes warrant additional protection for cyclists, the City should consider marking bicycle lanes with raised, reflecting markers in addition to painted stripes. Routes for which this treatment is suggested are:

West Edith Avenue.
Second Street.
Almond Avenue.
Gordon Way between Almond and Edith Avenues.
El Monte Avenue.
Fremont Avenue between El Monte and Miramonte Avenues.
Granger Avenue between Loyola Drive and St. Joseph Avenue.
Grant Road.
Homestead Road.
University-Palm-Lincoln Avenues.
Magdalena Avenue.
Covington Road.

Berry Avenue.
Miramonte Avenue between Berry Avenue and Clinton Road.
Portland Avenue between Miramonte and Concord Avenue.
Oak Avenue.
Truman Avenue.
St. Joseph Avenue.

In each case, a significant number of properties along the route either are non-residential, adjoin the right of way on a side or rear property line, or are large enough to afford sufficient space on-site to meet parking needs.

3. By providing exclusive striped bicycle lanes on both sides of the roadway adjacent to the curb, but with parking prohibited only between the hours of 8 a.m. and 4 p.m., Sundays and holidays excepted. Routes for which this treatment is suggested are:

Los Altos Avenue south of Hetch Hetchy right of way.
Lyell-Tyndall-Giffin link between San Antonio Road and Fremont Avenue.
Portions of Riverside Drive, Berry Avenue, and Springer Road at Rancho Shopping Center.
Dolores Avenue, A Street, and a portion of Miramonte Avenue at Loyola Corners.
Cuesta Drive between San Antonio Road and Springer Road.
Springer Road.

These routes comprise the remainder of the primary bicycle route system. Virtually all adjoining properties are fully developed, and the majority front on the route.

Consistent with present City practice, public hearings will be held on any bicycle route proposal involving limitations on parking.

4. Where prohibiting parking is impractical, by installing signs directed at motorists indicating "Designated Bicycle Route, Watch for Cyclists." Routes for which this treatment is suggested are:

Portola Avenue between Los Altos and Jordan Avenues.
Portions of Jordan Avenue and Marich Way between Portola Avenue and Panchita Way.
Jardin Drive between Panchita Way and Alicia Way.
Alicia Way south of Jardin Drive.
Edith Avenue between Eleanor Avenue and Gordon Way.
Eleanor Avenue.

Lyell Street between Tyndall Street and Eleanor Avenue.
 Gabilan Street.
 Campbell Avenue.
 Clark Avenue.
 Riverside Drive between Covington Road and Berry Avenue.
 Clinton Road.
 Carmel Terrace.
 Altamead Drive.
 Concord Avenue.
 Eureka Avenue.
 Newcastle Drive.
 Eva Avenue.
 Deodara Drive.

These routes comprise the remainder of the secondary bicycle route system.
 All are on minor residential streets on which virtually all properties are developed.

In addition to the designated bicycle routes, a special bike lane on Foothill Expressway may be warranted, particularly for trips between Los Altos and Stanford University. A special study, jointly sponsored by Stanford, Palo Alto, Los Altos Hills, and Los Altos, should determine whether the Foothill route is needed and how it should be designed to provide maximum protection for cyclists from the high volumes of fast-moving traffic.

The present Pathways Master Plan calls for pedestrian pathways, mainly on one side of the street, linking Los Altos' residential areas with schools, parks and playgrounds, and shopping areas. The following table identifies the streets designated for pathway construction, and indicates the degree to which the improvements have been completed.

<u>Street</u>	<u>Portion</u>	<u>Per Cent Complete</u>
Los Altos Avenue	Entire length	90
San Antonio Road	El Camino Real to Lyell Street	100
Portola Avenue	Between Los Altos and Jordan Avenues	100
Pine Lane	Entire length	90
Alvarado Avenue	San Antonio Road to Casita Way	100
Almond Avenue	Entire length	100
Edith Avenue	Entire length	60
Jordan Avenue	El Camino Real to Portola Court	70

<u>Street</u>	<u>Portion</u>	<u>Per Cent Complete</u>
Valencia Drive	Almond Avenue to Jardin Drive	0
Jardin Drive	Valencia Drive to Alicia Way	0
Gordon Way	Between Hawthorne and Almond Avenues	100
Angela Drive	San Antonio Road to Cielito Drive	100
Cielito Drive	Angela Drive to Edith Avenue	50
Hawthorne Avenue	Eleanor Avenue to El Monte Avenue	40
Hillview Avenue	West of Eleanor Avenue	60
Eleanor Avenue	Lyell Street to Hillview Avenue ⁽¹⁾	80
Lyell Street	San Antonio Road to Eleanor Avenue	20
Cuesta Drive	San Antonio Road to Springer Road	100
Covington Road	Entire length	60
El Monte Avenue	Entire length	80
Clark Avenue	Entire length	100
Campbell Avenue	Covington Road to Cuesta Drive	30
Rosita Avenue	Del Centro Way to Springer Road	100
Springer Road	Entire length	30
Fremont Avenue	Entire length	20
Berry Avenue	Springer Road to Miramonte Avenue	100
Golden Way	Berry Avenue to Covington Road	0
Miramonte Avenue	Foothill Expressway to Covington Road	100
Grant Road	Entire length	0
Oak Avenue	Grant Road to Harwalt Drive	60
Truman Avenue	Between Fremont and Oak Avenues	0
St. Joseph Avenue	Entire length	30
University Avenue	Entire length	80
Triangle business district streets	Perimeter of most blocks	100
Tyndall-Gabilan Area	Perimeter of most blocks	100
University Avenue residential area	Perimeter of most blocks	100

(1) Includes walkway at the south end of Eleanor Avenue between Marvin Avenue and Lyell Street.

The only additions to the pathways system that appear to be needed would be a pathway on Newcastle Drive between Fremont Avenue and Grant Road to provide safe pedestrian access to Grant School, and a pathway on Stonehaven Drive south of St. Joseph Drive to provide safe pedestrian access to Montclair Park.

Recommended Circulation Policies

The following policies are recommended to ensure that a high level of service, safety, and convenience is achieved in Los Altos' total circulation system including major and secondary streets, public transit service, bicycle routes, and pedestrian pathways.

1. The City should continue to support State Division of Highways and County improvement projects designed to increase the efficiency and capacity of regional trafficways and major intercommunity thoroughfares as a means of reducing the amount of through traffic on the local street system.
2. Local street improvement projects with the potential to increase the volume of through traffic without significant benefit to local residents should be avoided. Where present pavement widths exceed needed capacity, reduction of widths should be considered.
3. The City should continue to schedule improvement projects on the local street system needed to increase safety and convenience for local residents, to improve appearance, and to minimize air pollution and noise problems caused by congestion. Particular attention should be given to improving pedestrian safety at busy intersections.
4. The City should continue to cooperate with the County Transit District and the Metropolitan Transportation Commission in developing an effective public transit system.
5. The City should continue to expand the bicycle route and pedestrian pathways systems. Both features should be included as integral parts of street development projects wherever appropriate.
6. Increased use of public transit and the bicycle should be promoted as means of reducing local residents' reliance on the automobile.

Recommended City Action Program

The following action program is recommended in order to implement the policies listed above.

1. A high priority should be assigned to construction projects designed to widen Homestead Road to four lanes between Foothill Expressway and Stevens Creek, and to improve the Foothill Expressway-Homestead Road intersection. The City's current Five Year Capital Improvements Program tentatively reserves a total of \$155,000 for the projects between 1973-74 and 1976-77.

2. The City should collaborate with the Division of Highways in projects to improve El Camino Real to six-lane divided thoroughfare standards east of Jordan Avenue. The Division's current schedule calls for the work to commence in the 1975-80 period. The City's Capital Improvements Program tentatively reserves a total of \$140,000 between 1974-75 and 1976-77 for the City's share of the cost.
3. Following the City's approval of urban design plans or other specific results of the Fremont-Grant Study, a high priority should be assigned to improvement projects on Fremont Avenue, on Grant Road, and at Loyola Corners, in accord with the City's decisions. Although a price tag cannot be determined until all decisions have been made, the City's Capital Improvements Program tentatively reserves a total of \$620,000 between 1973-74 and 1977-78 for improvement projects related to Fremont Avenue and Grant Road.
4. Appropriate priorities should be assigned to projects needed to complete improvements on the City's secondary street system. Included should be the remaining sections of Los Altos Avenue and St. Joseph Avenue as well as projects on Pine Lane, El Monte Avenue north of Cuesta Drive, Miramonte Avenue, Springer Road, Covington Road east of Springer Road, and Loyola Drive. Because of the varied nature of the improvements needed, the total cost cannot be determined without specific project construction plans. In some cases, only curbs, pathways, landscaped strips, and similar improvements may be needed, while in other cases, total repaving may be required in addition to other improvements. The recently completed project on Los Altos Avenue between Loucks Avenue and El Camino Real (about 2,000 linear feet of roadway) cost the City \$145,000. The project included total repaving as well as curbs, gutters, pathway, parking lanes, and landscaping. On the same basis, total reconstruction of the approximately seven miles of incomplete secondary street system would cost \$2.5 million.
5. Upon request, the City should provide the County Transit District and the Metropolitan Transportation Commission with in-puts needed from local jurisdictions in planning the ultimate public transit system. Patronage of the present interim service and the expanded service proposed to commence within a year should be promoted.
6. Appropriate priorities also should be assigned to systematic extensions of the bicycle routes and pedestrian pathways throughout the City. Highest

priorities might logically be assigned to linkages with the bicycle route already established on San Antonio Road, and to connections with existing routes in adjoining cities. Routes designated as future bicycle routes on the present plan should be reclassified as primary routes. In accord with past City practice, priorities in the pedestrian pathways system should be responsive to local desires. Also in accord with past practice, it would be appropriate to allocate funds annually to ensure progressive development of both systems. The current Five Year Capital Improvements Program allocates \$10,000 each year for bicycle routes. Some funding also should become available from the County's share of the State Department of Transportation Bicycle Lane Account created by the Legislature in 1972. Los Altos' 1973 allocation was about \$1,400. If other state or federal funds become available for this purpose, the City should apply for them.

SCENIC HIGHWAYS ELEMENT

The California State Scenic Highway Program was established in 1963 to conserve the state's scenic beauty, particularly as viewed by travelers on the State Highway System. Supplementing the State program, some cities and counties have established local scenic routes which protect vistas from unsightly development or guide visitors through the most attractive sections of the city or county. The main purpose of the Scenic Highway Element is to evaluate potential routes in a city or county for inclusion in the Scenic Highway System. A supplemental purpose is to determine the desirability of establishing a scenic drive through the city or county.

The process for including a highway in the Scenic Highway System involves the joint efforts of the local government and the State Department of Transportation, after the Legislature has placed the route on the State Master Plan of Scenic Highways. A route may be officially designated a scenic highway after completion of a corridor study by the Department of Transportation, development of a specific corridor plan by the local government, approval of the plan by the Department of Transportation, and adoption of regulations protecting the scenic resources by the local government.

The corridor study is made by the State at the request of the local governments with jurisdiction over the lands bordering the highway. The study typically includes recommendations regarding corridor boundaries, an inventory of scenic elements within the corridor, suggested means of preserving the scenic resources, and proposed locations for roadside rests and vista points. The specific corridor plan prescribes permitted uses, density standards, height and bulk limits, and similar standards for development within the scenic corridor, as well as the precise location of roadside rests and vista points, all based on the findings of the corridor study. Protection of the scenic resources along the route typically is ensured by amendments to the local zoning ordinance which not only regulate uses, density, height, and bulk within the corridor, but also limit the size and location of signs, prohibit off-premises advertising, and prescribe special design review of development plans. A route will not be designated an official scenic highway until all three steps have been taken and the State has approved the corridor plan and the local regulations

Within the Los Altos Planning Area there are two routes which potentially may be designated scenic highways. In its Plan for Regional Parks, Santa Clara County recommended that Route 280 and Route 85 be included in the State's

Scenic Highway System. Route 280 has been placed on the State Master Plan of Scenic Highways, but no subsequent steps have been taken toward official designation. Route 85 has not yet been placed on the Master Plan by the Legislature.

For two and a half miles, Route 280 passes along the western boundary of the Los Altos Planning Area, and about half of this stretch adjoins Los Altos' incorporated area. The freeway alignment runs through numerous cuts in the hilly terrain, from time to time blocking all views but that of the highway landscaping. Despite the freeway's foothill location, few vistas of the valley below are visible. The lands adjacent to the freeway on the east are almost entirely developed, affording views primarily of fine homes and spacious yards. A few holes of the Los Altos Country Club golf course are visible, as are occasional deep ravines overgrown with native brush and trees. In Los Altos Hills to the west, Montebello Ridge, with foothill homes in the foreground, dominates the view. Near Los Altos, the freeway does not offer the spectacular sweeping views afforded by other parts of Route 280, but it does provide pleasant outlooks representative of the best of the northern California suburban landscape.

Shortly after Route 280 was included in the State Master Plan, the County Board of Supervisors passed a resolution requesting the State to conduct the corridor study, and concurrently requested each city along the freeway route to pass a similar resolution and forward it to the Division of Highways. The City of Los Altos adopted a resolution, but only a few of the other cities did so. To date, the State has not yet initiated a corridor study.

If and when the corridor study has been made, the City will be responsible for preparing a specific plan for the corridor lands within its jurisdiction. The City cannot prepare the corridor plan before the State delineates the corridor itself and suggests the extent of protection needed. However, the City may take interim measures to protect the scenic resources adjacent to Route 280 until such time as the corridor study and the specific plan are completed. A Scenic Highway Combining District should be added to the City's Zoning Ordinance, defining the lands to be protected, prescribing development standards, and requiring detailed design review of proposed developments. Provisions recommended to be included in the Zoning Ordinance are prescribed in detail below. Although 90 per cent of the land east of Route 280 in the Planning Area is developed, the recommended regulations would preserve the existing landscape and prevent abuses on the few undeveloped parcels. Present

County policy dictates that any vacant parcels in the Planning Area must be annexed to the City prior to development. Consequently, protection of the corridor from unsightly or inappropriate development will be Los Altos' responsibility.

Route 85, the Stevens Creek Freeway, lies adjacent to the Los Altos Planning Area for less than half a mile and adjacent to the City boundary for less than 1,000 feet. Perhaps traversing a scenic landscape at one time, this freeway now presents views only of landscaped embankments, rooftops of adjacent structures, and high tension lines overhead. The thick vegetation along Stevens Creek, the location of a future recreation trail, only occasionally is visible, and the foothills and Montebello Ridge appear before the driver only briefly.

The County has neither pressed the Legislature for this freeway's designation on the State Master Plan, nor taken the steps necessary to make it an official County Scenic Highway. The route's lack of scenic resources dictates that it continue to receive a low priority. However, when the planned extension of the freeway is constructed, continuing from its present terminus at Route 280 south to Route 17 near Campbell and connecting with Route 101 near Coyote, Route 85 is likely to pass through a scenic and less urban landscape. When it is completed, the County should evaluate the desirability of placing the route in the Scenic Highway System. Until then, no action is recommended to Los Altos for the protection of the highway corridor within the Planning Area.

No other State highway or County road within or adjacent to the Los Altos Planning Area deserves consideration for inclusion in the Scenic Highway System. The uniform attractiveness of the city makes a marked scenic drive unnecessary. However, if there ever should be justified pressure to designate such a drive, one could be selected which would traverse representative parts of the city and pass the Civic Center, the Triangle, parks, landmark buildings, and scenic view points.

Recommended Policies

1. Preserve those scenic resources within the City's jurisdiction which can be viewed from Route 280 by regulating future development within the view from the road.

2. Undertake the necessary steps to obtain official scenic highway designation for Route 280 in cooperation with the State Department of Transportation, the County, and the other cities along the route.
3. Upon completion of Route 85, cooperate with the County to determine the desirability of including this freeway in the Scenic Highways System.

Recommended City Action Program

1. After a corridor study of Route 280 has been completed by the State, develop a specific corridor plan based on the study in cooperation with the County and the other cities along Route 280, and implement the plan by adopting appropriate land use regulations.
2. Adopt the interim regulations (Scenic Highway Combining District) outlined below to protect the scenic resources along Route 280 until revised regulations are recommended upon completion of a corridor study and plan.
3. Apply the Scenic Highway Combining District to all lands within 1,000 feet of the right-of-way of Route 280.

Scenic Highway Combining District

1. Provisions are to apply in addition to the regulations of the underlying zone.
2. Permitted uses: Any use permitted in the underlying zone subject to the following conditions and exceptions where the use is visible from a scenic highway:
 - a. No structure including dwellings, garages, guest houses, sheds, or other buildings to be located within 50 feet of the highway right of way unless the structure is not visible from the highway due to topography and/or route alignment.
 - b. No uncovered or unscreened storage areas.
 - c. No structure higher than 30 feet.

- d. No off-premises advertising.
 - e. No free-standing signs except for one sign identifying a shopping center.
 - f. No flashing or moving signs.
 - g. No more than one sign per business establishment.
3. Design review: Review by Architecture and Site Control Committee to be mandatory for all non-residential developments and for residential developments containing five or more dwellings. When development is authorized under the PUD R1/Cluster provisions, a single design review procedure to be permissible, provided that all the requirements of both reviews are fulfilled.
4. Material to be submitted for design review:
- a. Location and elevation of scenic highway within 1,000 feet of site.
 - b. Boundaries, topography, and elevations of site.
 - c. Topography, elevations, and land use within 1,000 feet of site.
 - d. Plans for use of any existing structures and their location and height.
 - e. Location of existing trees and other significant natural features visible from freeway.
 - f. Location, height, and use of all proposed structures including walls and fences.
 - g. Location and dimensions of all streets, parking areas, drives, and pathways.
 - h. Location of common open space, if any.
 - i. Areas of proposed grading or clearance.
 - j. Finished topography of site.

- k. Areas and type of proposed landscaping.
 - l. Elevations of proposed buildings.
5. Design review to consider and evaluate the following factors as viewed from scenic highway:
- a. Appearance of development.
 - b. Location of structures in relation to view from scenic highway.
 - c. Location of structures in relation to topography of site and to natural environment.
 - d. Extent to which view from highway is obstructed.
 - e. Extent of screening of any unsightly features.
 - f. Extent to which natural topography, vegetation, and scenic features of site are preserved.
 - g. Extent to which proposed landscaping harmonizes with natural vegetation on nearby land.
 - h. Harmoniousness of proposed buildings with site.
6. Procedure: Review by Architecture and Site Control Committee, review by Planning Commission, and appeal to Council as prescribed by Zoning Ordinance, Article 27.

SAFETY ELEMENT

The Safety Element is designed to introduce safety considerations into the planning process. In many parts of the state fire damage to hundreds of acres of homes, loss of dwellings and other buildings due to landslides, and rupture of critical utility lines built across earthquake faults could have been avoided or mitigated if the risks of development had been known and safety measures had been required. Identification of hazards, evaluation of risks to life and property, and a program to reduce or avoid hazards comprise the Safety Element.

The two major hazards to life and property in Los Altos would be a widespread fire and/or severe shaking from an earthquake. A moderate hazard from landslides exists, but it is confined to a relatively small section of the Planning Area west of Foothill Expressway. The possibility of extensive damage or loss of life is minimized by good public services, particularly water supply and fire protection, lack of building congestion, and a street system which permits emergency vehicles to reach most parts of the Planning Area in less than four minutes.

Fire Hazards

In several parts of the Planning Area conditions exist where a fire could involve a number of buildings or a large geographic area, causing severe damage and even loss of life. In the downtown Triangle several buildings, some constructed with common walls, pre-date the City's Building Code. Other buildings are separated only by narrow alleys. However, the parking plazas serve as firebreaks between major portions of the Triangle, permitting the confinement of potential fires to a relatively small area. Similar but less serious conditions exist at Loyola Corners, in Woodland Plaza shopping center, and in the apartment district bounded by San Antonio Road, Lyell Street, Gabilan Street, and Giffen Road. The city's other shopping centers are sprinklered, but if the sprinkler system were to fail, during an earthquake, for example, serious damage could result.

Pilgrim Haven Rest Home and El Retiro Retreat House would pose serious life hazard in the event of a major fire. Pilgrim Haven houses a great number of infirm people, posing problems for rescue and evacuation operations. The Retreat House is outside the City limits, located at the end of a long narrow private drive.

In some sections of the unincorporated area west of Foothill Expressway, fire hazard from dry grass and brush threatens neighboring homes. However, there are no large areas inaccessible to fire vehicles, so that a fire outbreak can be brought under control quickly. In all parts of the Planning Area a stiff breeze can carry fire brands from one building to others, particularly when the fire index is high. Virtually all of the roofs in Los Altos are of wood materials so that the threat of a fire spreading to nearby rooftops is always present.

Response times from the City's two fire stations are good. During the three month period from May through July 1973, the average response time for all emergency alarms in the city was 3.6 minutes. Virtually the entire Planning Area can be reached within four minutes from either the Sequoia District Fire Station on San Antonio Road or the Loyola District Station on Fremont Avenue and Manor Way. Those areas which can be reached in five or six minutes are located near the boundary of the Planning Area. However, the City has mutual aid and joint response agreements with Palo Alto, Stanford University, and Mountain View. With the assistance of these additional fire departments, fires near the boundary of the Planning Area can be brought under control readily.

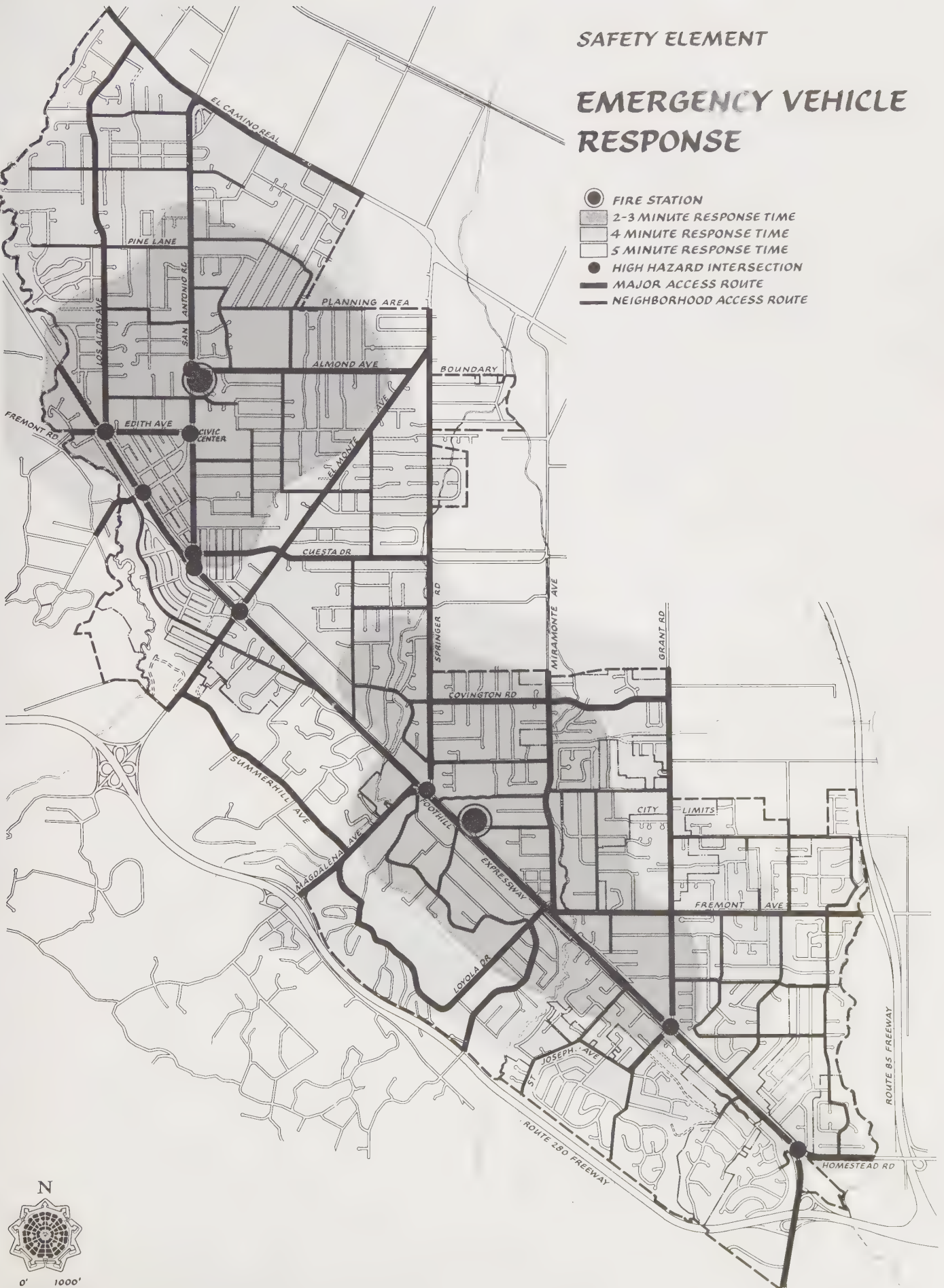
Water supply for fire fighting is adequate, even at peak demand periods. The North Los Altos Water Company serves a small area of the city generally bounded by El Camino Real, Adobe Creek, Pine Lane, Arbuello Way, Jardin Drive, and Casita Way. Peak demand in this area is slightly under one million gallons per day, with peak hours generally occurring between 4 and 8 P.M. Total storage is 1.5 million gallons with continuous recovery. Water supply for fire fighting during peak demand periods is considered adequate. The California Water Service Company supplies the rest of the Planning Area. Peak demand is five million gallons per day, usually occurring on a Friday or Saturday. Peak hours are between 4 and 8 P.M. daily. Total storage is 11 million gallons with continuous recovery. In this area, water supply for fire fighting during peak demand periods also is considered adequate. Los Altos residents and businesses obtain water from three sources: local wells, Hetch-Hetchy water purchased from San Francisco, and the County Water District supply. Failure of all three sources is unlikely, but should this occur, during an earthquake for example, water could be pumped from swimming pools for fire fighting.

Within the Planning Area there are a few small residential areas where one or two hydrants deliver water at less than the standard rate of 500 gallons per minute. However, such hydrants are rare and can be supplemented readily

SAFETY ELEMENT

EMERGENCY VEHICLE RESPONSE

- FIRE STATION
- 2-3 MINUTE RESPONSE TIME
- 4 MINUTE RESPONSE TIME
- 5 MINUTE RESPONSE TIME
- HIGH HAZARD INTERSECTION
- MAJOR ACCESS ROUTE
- NEIGHBORHOOD ACCESS ROUTE



by adequate hydrants on adjacent streets in the event of a major fire. Thus, there are no sections of the Planning Area without adequate water supply or water pressure for controlling fires.

In 1971, Los Altos' water supply received an excellent rating from the Pacific Fire Rating Bureau (class two on a scale of one to ten). Overall fire defenses were rated class four, in a rating procedure which considers the water supply, the fire department, the fire alarm system, fire prevention programs, the building department, and the condition of structures throughout the city. In order to bring fire defenses up to a class three rating, an increase in manpower in all engine companies would be necessary. Such a step has not been judged financially practical because of the predominantly residential nature of the city. Basic fire insurance rates for residential properties are the same for class three and class four ratings. Moreover, the City has sought to provide an adequate level of manpower and apparatus by its cooperative mutual aid and joint response agreements. Continuation of these programs will provide the city with excellent fire defenses.

Los Altos utilizes the current edition of the Uniform Building Code with amendments including a fire sprinkler ordinance which is one of the most rigid in the state, ensuring that all new structures have adequate fire and life safety features. The City has no code enforcement program as such in residential areas, but when modifications are made in a pre-code building, improvement of the structure to eliminate safety hazards is required. The Code contains provisions for upgrading other pre-code buildings under certain conditions. Structures in the business districts are regularly inspected for code violations, and elimination of hazards is required.

Earthquakes

Most of the Bay Area including Los Altos is situated in region subject to severe earthquakes which occur periodically. The degree of hazard associated with seismic activity is dependent both on its frequency and severity. In the Bay Area earthquakes of all magnitudes including the most severe (above 7.0 on the Richter scale) can be expected. Seismologists have estimated that major earthquakes will occur along the San Andreas fault in the vicinity of Los Altos once every 50-100 years. Shocks of lesser magnitude will occur at more frequent intervals. Thus, during the life of most buildings in Los Altos, one major earthquake can be expected to occur, as well as numerous smaller shocks.

The primary effect of seismic activity in Los Altos will be shaking. The city is situated on the deep alluvial soils of the Santa Clara Valley. These unconsolidated materials do not withstand the force of an earthquake, but

respond by severe shaking. However, loss of life in Los Altos will be minimized by the absence of high rise buildings which can suffer extensive damage from shaking. The one and two story wood frame structures which characterize Los Altos have been rated the least damageable by the Pacific Fire Rating Bureau. The most congested areas and those with pre-Building Code and high occupancy structures will be more prone to property damage and life loss than the single family residential sections of the city. The portions of the city in which major damage is likely to occur are the same as those prone to widespread fires: the Triangle, other commercial areas, and apartment districts. In addition, those structures located on steep hillsides west of Foothill Expressway could be expected to suffer damage if an earthquake were to trigger landslides.

Most high occupancy structures such as Pilgrim Haven, apartment buildings, and shopping centers are protected by sprinkler systems. However, in the event of an earthquake, these systems could become inoperable. Should fire break out in conjunction with an earthquake, hazard to life could range from moderate to severe. The high occupancy areas are typically two to three minutes from a fire station, but road obstructions would lengthen response time by emergency vehicles.

Life hazard can be reduced by educating Los Altans to respond to earthquakes and other emergencies properly. An information program advising residents what to do during and after an earthquake, such as turning off gas valves, would lessen panic and reduce hazards.

The vast majority of the Planning Area is on level terrain. Slopes are in excess of 15 per cent only in a few areas west of Foothill Expressway, specifically the Highlands Circle area and Madonna Way. The City requires that construction on slopes conform to the grading and cut-and-fill regulations of the Uniform Building Code. Properly prepared sites on the moderately steep slopes found in these areas would not pose a serious hazard during an earthquake. Periodic inspection of foundations, retaining walls, and surface drainage systems could detect problems which could be aggravated by an earthquake. If problems are detected, corrective measures should be prescribed by the City.

Emergency Vehicle Access

Los Altos contains a multitude of cul-de-sac streets, some more than 600 feet long, with only one point of access. If obstruction occurs at the entrance to a cul-de-sac, rescue operations could be delayed. For example, Sierra

Ventura Drive off Stonehaven Avenue provides the only access to more than 50 homes. In some cul-de-sac developments, a narrow right-of-way for emergency vehicles and utilities lines connects the end of the cul-de-sac with another street. The 60 homes on Benvenue Avenue east of South Clark Avenue are dependent on this type of alternate access route. New cul-de-sac streets now are limited by the Municipal Code to a maximum length of 400 feet. Where more than 20 homes now are served by only one access route, means of obtaining an auxiliary right-of-way for emergency vehicles should be explored. Where such rights-of-way exist, they should be inspected periodically and cleared of any brush, refuse, or other obstructions.

Congested intersections can hamper the operation of emergency vehicles and create hazards both to emergency personnel and the general public. Sometimes, particularly at peak hours, emergency vehicles must wait for a traffic light to change before an intersection can be cleared of traffic. Such congested intersections increase the response time of emergency vehicles, and can be unsafe for motorists attempting to make room for emergency vehicles to pass. The major intersections in this category are three on San Antonio Road, at Almond Avenue, West Edith Avenue, and First Street; and seven intersections on Foothill Expressway at West Edith Avenue, Main Street, San Antonio Road, El Monte Avenue, Springer Road, St. Joseph Avenue, and Vineyard Drive. The City should explore the cost and the likely effectiveness of installing at each fire station a remote control system to activate traffic signals at the major congested intersections.

Assignment of Responsibility

The Los Altos Fire Department will make the initial response to a major fire or seismic emergency. At all times the Department is manned by a minimum of eleven officers and fire fighters utilizing four engines and a four-wheel drive rescue vehicle. In an emergency situation, fire officers would determine whether additional aid was needed. Fire and rescue support would be supplied pursuant to mutual aid agreements with all departments in the county. Primary fire and rescue support would come from the Palo Alto, Mountain View, and Stanford Departments if these jurisdictions were not affected by the same emergency situation. In addition, the State Office of Emergency Services would provide support.

Non-fire service support would be available from the Los Altos Police Department and the Department of Public Works. Police forces would be utilized primarily for crowd control and evacuation purposes. The Public Works Department is equipped with heavy duty mechanical equipment

capable of clearing areas rapidly, and its personnel have been trained jointly with the Fire Department on the use of its shoring equipment.

Senior fire and police officials would determine the need for evacuation and would coordinate evacuation procedures. Assistance would be sought from the Red Cross and from other volunteer groups, if needed. The Red Cross primarily would be responsible for caring for displaced persons and finding temporary shelter or other aid.

Post-emergency operations could involve boarding up or demolition of unsafe structures and disposal of debris. The Building and Engineering Departments would evaluate the extent of damage and the type of action needed. Necessary corrective actions would be performed by the Public Works Department, by contract with private agencies, or by other means as appropriate.

Because of the full extent of development and the absence of natural hazards, no sections of the Planning Area require special land development regulations or prohibitions against development for safety reasons. Avoidance of life and property loss can be achieved best by maintaining a constant state of readiness for emergencies. High caliber fire prevention and Building Department practices, continuous training of personnel, and well-maintained equipment will ensure an adequate level of fire and life safety protection in the community. Rapid response by emergency personnel and assumption of responsibilities by the proper City departments are the keys to effective handling of emergency situations.

Recommended City Policies

1. Ensure an adequate level of fire protection and life safety protection by enforcing all aspects of the Uniform Building Code and the sprinkler system ordinance, by thorough and continuous training of personnel, and by maintenance of emergency vehicles in top condition.
2. Ensure rapid and sufficient response to emergency situations by continuing cooperative mutual aid agreements with fire departments in nearby jurisdictions.
3. Ensure that steps are taken to prevent or mitigate hazardous situations caused by pre-code structures, by structures built on steep slopes, and by lengthy cul-de-sacs without auxiliary access.
4. Promote effective action during emergency situations by assigning each City department specific responsibilities based on its capabilities.

Recommended City Action Program

1. Study the cost and effectiveness of installing a remote control traffic signal actuating system to shorten emergency vehicle response time and reduce hazards to motorists and pedestrians.
2. Explore means of providing auxiliary access routes for emergency vehicles in existing cul-de-sac developments of more than 20 houses.
3. In areas with a potentially high level of hazard from a fire or earthquake, inspect structures for safety hazards and require corrective actions.
4. Sponsor an education program to instruct Los Altos residents how to respond to a natural disaster so as to reduce hazards to life and property.

APPENDIX: LOS ALTOS OPINION SURVEY, SUMMARY

Gruen Gruen + Associates prepared and administered a questionnaire to 398 Los Altos households as an element of the comprehensive review and revision of the Los Altos General Plan being conducted by Livingston and Blayney. The purpose of the survey was to ascertain the attitudes of Los Altos citizens concerning public policy in such key areas as open space acquisition and development, provision of subsidized and multi-family housing, the future character of the community and the type of recreational and other public facilities to be provided.

There were two clearly defined underlying themes running throughout the survey responses. First, the citizens surveyed are highly satisfied with their community as it is today. The greater the change implied by the alternatives posed in the questionnaire, the less support given to those alternatives by Los Altos respondents. In the same vein, proposals which were perceived to maintain or enhance the present quality of life in Los Altos received strong community support.

The second theme is that future open space and other public facilities should be equitably distributed throughout the community. An initial hypothesis held that residents of northern Los Altos (households residing on the San Francisco side of El Monte Avenue) would express different views and priorities from those held by residents of southern Los Altos. For example, it was anticipated that respondents would select from an array of choices those properties and facilities closest to their own residences. This did not turn out to be the case. The majority of residents tended to choose combinations of properties and facilities that were geographically dispersed. This is not to suggest that there were no differences between northern and southern residents. However, the differences that were noted tended to be associated with household makeup rather than the area of residence. Thus, northern Los Altos respondents tend to be older and to have no children living at home while southern Los Altos respondents tend to be younger and to be parents of children living at home.

The major survey findings are enumerated as follows in an order which reflects the definitiveness of the findings.



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San Francisco, Calif. 94111
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1. A high level of satisfaction with Los Altos and its neighborhoods extends throughout the community. Most Los Altans, as has been discussed above, prefer to see no basic change in the character of their community.
2. The type of public facility most desired by Los Altans is open space maintained in its natural state. Other kinds of public open space, such as landscaped parks and community recreation facilities, are important, but are not perceived as acceptable substitutes for natural open space. Among open space parcels which large numbers of survey respondents favored acquiring is the El Retiro property with the Redwood Grove adjacent, which a majority of respondents feel should be maintained in its natural state.
3. The majority of Los Altans are willing to incur an increase in their property tax obligation in order to permit the city to purchase some of the undeveloped land remaining within the city limits. Fully 50% are willing to pay the additional \$18 per year which was estimated as the cost to the average homeowner of city acquisition of the entire 46 acres of undeveloped land remaining.
4. Tennis courts and recreational programs and facilities for the elderly are the public recreation facilities which Los Altans would most like to have added to those presently available. While bicycling emerged as a popular recreational activity in all age groups, the provision of bicycle and jogging paths is considered less important than either tennis courts or recreational programs and facilities for the elderly.
5. Other public facilities, less preferred but with wide public acceptance, are a recreation center for high school age young people; a community center with meeting rooms, arts and crafts facilities and exhibit space; and a branch library in southern Los Altos.
6. Survey respondents indicated that the City of Los Altos should be offered the first opportunity to purchase school buildings and sites declared surplus by the Los Altos School District. Of three potentially-surplus school sites, the Egan School was preferred to the Santa Rita and Portola Schools for purchase as a recreation and community center.



7. The provision of subsidized housing for elderly Los Altos was advocated by a majority of respondents. Subsidized housing for Los Altos families and subsidized housing for elderly or families from other communities as well as from Los Altos are opposed. Survey respondents favored by a large majority a policy permitting the construction of low-rise, privately developed apartment units for the elderly with common dining and recreational facilities. Two-thirds of the elderly favored such housing. Those over 60 also expressed substantial interest in subsidized housing for the elderly, ranking it first on a list of several possible community facilities.
8. Among public facilities which might be provided by the City of Los Altos, respondents selected from seven possibilities which included an auditorium as well as those already mentioned in this summary: a branch library; a community activities center; subsidized housing for the elderly; landscaped parks; playgrounds, sports fields and tennis courts; and bicycle and jogging paths. Natural open space was not included in this ranking. Of the seven choices, playgrounds, sports fields and tennis courts were selected as the first choice. However, there was a spread of only six per cent between the first choice and the sixth, indicating a broad general acceptance of all facilities except the auditorium.
9. Opinion concerning apartment development limited in height to two stories and limited in location to arterial streets was divided. While attitudes concerning townhouse development with shared open space were also divided, respondents were more receptive to this concept than to standard apartment development.
10. Treatment of day care centers, nursery schools, nursing and convalescent homes and residential care homes for one to three elderly persons as provided under the present zoning ordinance was approved by the majority of respondents. These uses are now permitted in single family residential neighborhoods with prior approval by the City Council.
11. A modest majority of survey respondents favored permitting professional office buildings not exceeding two stories in height to be constructed on Los Altos' arterial streets.



12. The question of a street widening program which would undertake or complete the widening from two to four lanes of Springer Road, Grant Road, Homestead Road and Fremont Avenue elicited a narrowly favorable response.



LOS ALTOS OPINION SURVEY

Interviewer _____ Date _____

Name of Respondent _____

Telephone Number of Respondent _____

Original _____1 Alternate _____2

1st Call _____ 2nd Call _____ 3rd Call _____ 4th Call _____ 5th Call _____

Hello! My name is _____. I work for Gruen Gruen + Associates, a research consulting firm. We are taking a survey of Los Altos residents and would like you to take a few minutes to answer some questions about your neighborhood and community. Your answers will be kept confidential, and the information produced by the survey will be used by the City of Los Altos in making planning decisions for the community.

1. How long have you lived in the City of Los Altos?

Less than 1 year	<u>7.04%</u> ₁
1 - 2 years	<u>14.8%</u> ₂
3 - 5 years	<u>17.6%</u> ₃
6 - 10 years	<u>23.6%</u> ₄
11 - 20 years	<u>25.4%</u> ₅
20+ years	<u>11.6%</u> ₆

2. Do you live on the San Francisco side of El Monte Avenue 49.5₁ or on the San Jose side 50.5₂?

3. Are you presently very satisfied 46.2₁ satisfied 47₂ dissatisfied 3.5₃ or very dissatisfied 2.3₄ with the neighborhood in which your dwelling is located? Indifferent 1.0₅

4. What do you like best about your neighborhood?

People, 20.1; attractiveness, 6.6; low density, 10.9; privacy, 4.2; quiet, 26.5; location, 13.5; community facilities and services, 3.4; development type, 1.6; natural features, 9.0; nothing 1.3; other, 2.9.

5. What do you like least about your neighborhood?
Poor housing, lawn maintenance, 4.4; inadequate city services, 24.9;
development, 4.8; lack of public facilities, 4.0; neighbors, 4.0; high taxes,
4.8; dogs, 4.8, other, 7.6.

6. Which of the following types of neighborhoods would you prefer to see develop in Los Altos over the next 20 years?

INTERVIEWER: ALTERNATE READING OF CHOICES

A neighborhood in which most of the residences are single family and owned rather than rented. 80.2₁

OR

A neighborhood in which there is a mixture of housing types including single family, townhouse and apartment units, some of which would be owned while others would be rented. 18.8₂

7. Would you favor or oppose the construction of apartment houses not more than 2 stories high along such arterial streets as San Antonio Road and the Foothill Expressway and how strongly do you feel about this issue?

Favor: strong 5.5₁ moderate 23.1₂ slight 12.8₃ 40.4 favor
Oppose: strong 26.9₄ moderate 16.8₅ slight 5.8₆ 49.5 oppose
uncertain/don't know 8.3₇

8. In some new residential developments, housing units are clustered together so that instead of separate yards there is a large common area for the recreation or open space use of the residents.

Do you strongly favor 11.1₁ favor 31.5₂ oppose 24.9₃ 42.6 favor
or strongly oppose 15.1₄ permitting this kind of devel- 40.0 oppose
opment in Los Altos? Indifferent 17.4₅

9. Assuming that there is no large increase in population, which of the following choices would you prefer?

INTERVIEWER: ALTERNATE READING OF CHOICES

Over the next 20 years, Los Altos remains pretty much the way it is today in terms of income, age and ethnic composition of the population. 70.0₁

OR

Over the next 20 years, Los Altos becomes a more diversified city with a wider range of population in terms of income, age and ethnic groups. 27.0₂

10. Would you support or oppose a public policy of permitting townhouse and apartment development if such a policy results in a population increase and how strongly do you feel about this issue?

Support: strongly 3.3₁ moderately 10.3₂ slightly 8.04₃ 22.0 support
 Oppose: strongly 39.7₄ moderately 20.6₅ slightly 7.3₆ 67.6 oppose
 uncertain/don't know 10.8₇

11. Would you favor or oppose the construction of professional office buildings not more than 2 stories high along such arterial streets as the Foothill Expressway and San Antonio Road and how strongly do you feel about this issue?

Favor: strong 7.8₁ moderate 32.9₂ slight 14.8₃ 55.5 favor
 Oppose: strong 15.6₄ moderate 12.3₅ slight 6.0₆ 33.9 oppose
 uncertain/don't know 8.5₇

12. Would you support or oppose a housing development supported partly by public funds if it were provided for:

	<u>Support</u>			<u>Oppose</u>			<u>No Opinion</u>
	Strong	Mod.	Slight	Strong	Mod.	Slight	
Low to moderate income elderly persons now living in Los Altos	← 20.7	67.3 35.3	→ 11.3	← 13.1	24.7 8.6	→ 3.0	8.1
Low to moderate income elderly persons from other communities as well as Los Altos	← 8.1	36.8 19.4	→ 9.3	← 29.6	54.4 17.2	→ 7.6	8.8
Low to moderate income families now living in Los Altos	← 5.6	38.4 23.5	→ 9.3	← 23.2	49.4 18.4	→ 7.8	12.1
Low to moderate income families from other communities as well as Los Altos	← 3.5	20.2 9.6	→ 7.1	← 41.7	69.3 20.0	→ 7.6	10.6
	1	2	3	4	5	6	7

13. Should the city permit the construction of low rise privately developed apartment units for the elderly in which the residents would share common dining and recreational facilities?

Yes 79.2₁ No 16.8₂

14. Current Los Altos ordinances permit some non-residential land uses in single-family residential neighborhoods if the City Council first approves. I am going to name some of these uses, and I would like you to tell me whether you favor the present system of permitting these uses if the City Council approves, or whether you think they should be prohibited from single-family neighborhoods altogether.

	Permit with City Council Approval	Prohibit	Indifferent/ Don't Know
day care center	<u>68.8</u> ₁	<u>26.4</u> ₂	<u>4.8</u> ₃
nursery school	<u>72.1</u> ₁	<u>23.1</u> ₂	<u>3.8</u> ₄
nursing and convalescent homes	<u>65.7</u> ₁	<u>29.2</u> ₂	<u>5.0</u> ₃
residential care homes for 1 - 3 elderly persons	<u>77.1</u> ₁	<u>16.9</u> ₂	<u>6.1</u> ₃

15. One possible approach toward smoothing the traffic flow in Los Altos would be to undertake or complete the widening of some of the City's arterial streets from two to four lanes. The streets in question are Springer Road, Grant Road, Homestead Road and Fremont Avenue.

Would you support 52.0₁ or oppose 43.2₂ such a street-widening program?

16. How many trips per month of the following types are made by people in your household? (Please add all trips of that type made by all family members. For example, the first type of trip is trips to school by bicycle. If you have two children and one rides his bike to school about ten times a month while the other rides his bike to school five times a month, your answer would be fifteen.)

	Trips per month							participates but cannot estimate frequency
	0	1-2	3-5	6-10	11-15	16-30	30+	
Bicycle trips to school	67.8	.5	2.3	2.3	3.5	12.1	11.0	.5
Bicycle trips to work	90.2	1	1	2	2.8	1.8	1.0	.5
Recreational bicycle trips of more than $\frac{1}{2}$ mi.	37.6	5.6	12.4	14.7	8.6	10.9	7.8	2.5
Recreational jogging or running	72.8	2.0	3.3	5.8	2.8	7.3	5.0	1
Recreational horseback riding	92.4	3.8	1.0	.8		1.5	.3	.3
	1	2	3	4	5	6	7	8

17. I am going to read you a list of five types of recreational facilities the City of Los Altos might provide. For each one, please tell me whether you think the provision of that facility is very important, important or unimportant.

	<u>Very Im- portant</u>	<u>Important</u>	<u>Unim- portant</u>
gymnasium for indoor athletic events and programs ₁	<u>7.3</u>	<u>41.3</u>	<u>51.4</u>
additional sports fields ₂	<u>7.7</u>	<u>37.6</u>	<u>54.8</u>
additional tennis courts ₃	<u>26.5</u>	<u>49.1</u>	<u>24.4</u>
recreational programs and facilities for senior citizens, such as lawn bowling and shuffleboard ₄	<u>22.9</u>	<u>56.5</u>	<u>20.7</u>
additional public swimming pools ₅	<u>10.5</u>	<u>34.9</u>	<u>54.6</u>
	<u>1</u>	<u>2</u>	<u>3</u>

18. If you were limited to selecting one of the above, which would it be?

tennis courts (31.6%); senior citizen programs (29.9%)

INTERVIEWER: REPEAT ABOVE ALTERNATIVES

19. If the City of Los Altos passed a bond issue to purchase additional land for parks or recreation areas, one or more of several types of areas might be provided. Of the following possible types, which would you most like to have provided in Los Altos?

additional landscaped parks like Shoup Park 16.5₁
 additional outdoor recreation areas with appropriate facilities and equipment 14.8₂
 a combination recreation and community center 15.0₃
 open space areas maintained in their natural state 43.8₄
 other 6.7₅ (specify: _____)
 none of these 3.6₆

20. There are less than 50 acres of undeveloped land remaining in Los Altos. If the City were to purchase this land for open space or park use, the cost to the average homeowner would be about \$4.00 per year for each 10 acres. How much would you be willing to spend for City purchase of undeveloped land?

\$18.00 a year for the remaining 46 acres of land 53.2₁
 \$12.00 a year for 30 acres 12.5₂
 \$ 8.00 a year for 20 acres 13.8₃
 \$ 4.00 a year for 10 acres 6.4₄
 Would not favor City purchase of undeveloped land 14.1₅

21. I am going to describe to you four parcels of currently undeveloped land the City might purchase. I would like you to tell me your first choice and your second choice from among these four choices:
- A. three separate parcels for park sites totaling 23 acres located in the southern section of Los Altos between Miramonte Avenue and Grant Road, costing the homeowner about \$9.50 per year 25.2₁ Second choice 16.6
 - B. two separate parcels for park sites totaling 13 acres located in the southern section of Los Altos between Miramonte Avenue and Grant Road, costing the homeowner about \$5.50 per year 10.5₂ Second choice 17.8
 - C. entire El Retiro property and adjacent Redwood Grove, located southwest of University Avenue near Shoup Park, 23 acres, for open space or park use, costing the homeowner about \$7.00 per year 53.8₃ Second choice 20.8
 - D. portion of El Retiro property and adjacent Redwood Grove, 12 acres, for open space and park use, costing the homeowner about \$3.00 per year 10.5₄. Second choice 45.2

22. If the City of Los Altos were to purchase all or part of the El Retiro property and adjacent Redwood Grove, would you like to see this property developed into a landscaped park 22.7₁ or maintained in its natural state to form part of an inter-community open space and trail system along Adobe Creek 74.2₂?

23. Do you think the provision of the following community programs and facilities is very important, important or unimportant?

	Very Im- portant	Important	Unim- portant
a 500-seat auditorium	<u>2.3</u>	<u>15.8</u>	<u>81.9</u>
a recreation center for high school age young people	<u>11.1</u>	<u>45.6</u>	<u>43.3</u>
a community center with meeting rooms, arts and crafts facilities, and exhibit space	<u>11.6</u>	<u>49.5</u>	<u>38.9</u>
a branch library in the South part of the city	<u>18.0</u> <u>1</u>	<u>37.0</u> <u>2</u>	<u>45.1</u> <u>3</u>

24. Which of the following policies should the Los Altos School District adopt in disposing of surplus schools and school land?

- A. The District should give the City of Los Altos the first opportunity to purchase the surplus properties 83.9₁
- B. The District should sell the surplus properties to the highest bidder to be used for residential development 16.1₂

25. The Los Altos School District may sell one or more surplus schools which are located in the northern section of Los Altos near San Antonio Road. The City of Los Altos might purchase one or more of these schools for use as a recreation and community center. I am going to describe three schools to you, and I would like you to tell me which would be your first choice for City purchase, which second and which third.

(percentage of respondents naming each school 1st choice and 2nd choice)

- A. Egan School site and buildings, located at San Antonio Road and Portola Avenue, 20 acres, costing the homeowner about \$9.50 per year 62.1; 21.3
- B. Santa Rita School site and buildings, 11 acres, located near Los Altos Avenue and Pine Lane, costing the homeowner about \$5.00 per year 27.9; 34.1
- C. Portola School site and buildings, 13 acres, located on Jordan Avenue and Portola Court, costing the homeowner about \$6.00 per year 15.7; 42.4

26. The City of Los Altos has limited financial resources. Not all worthy public purposes can be served at the same time, or funded to the same extent. I am going to read you a list of seven possible public projects in which the City of Los Altos might invest, and I would like you to tell me which project you think should have first priority, which second and which third.

_{1st 2nd 3rd}
auditorium 2.9₁; 2.9; 2.8
branch library 15.4₂; 10.4; 11.7
community activities center 14.9₃; 16.5; 17.4
subsidized housing for the elderly 15.1₄; 13.6; 15.1
landscaped parks 18.8₅; 17.1; 16.0
playgrounds, sports fields and tennis courts 19.6₆; 21.3; 19.7
bicycle and jogging paths 13.3₇; 18.1; 17.4

JUST A FEW QUESTIONS ABOUT YOUR HOUSEHOLD

27. Do you own 86.4₁ or rent 11.1₂ your dwelling? Live rent-free 2.5₃

28. Do you live in a single-family detached 90.9₁ single family attached 3.5₂ duplex .8₃ other apartment or multi-family unit 3.3₄ or other 1.5₅.

29. Do you have any plans to move from Los Altos?
within the next year 3.03₁
in 1 to 2 years 4.5₂
in 3 to 5 years 4.0₃
in 6 to 10 years 2.8₄
after 10 or more years 6.6₅
no plans to move 79.0₆

30. How many people currently live in your household?
1 6.6₁ 2 31.1₂ 3 18.7₃ 4 23.2₄ 5 13.6₅ 6 4.8₆
7 .8₇ 8 or more 1.3₈

Of these, how many are under the age of 18?

1 17.9₁ 2 17.2₂ 3 10.1₃ 4 3.8₄ 5 1.3₅ 6 .3₆
7 .3₇ 8 or more _____₈ none 49.2₉

31. In what year were you born?

before 1912 13.1₁ 1933 - 1941 19.7₄
1913 - 1922 23.5₂ 1942 and later 17.2₅
1923 - 1932 26.5₃

THANK YOU **VERY** MUCH FOR YOUR COOPERATION

32. Sex of respondent: (INTERVIEWER - please fill in)
Male 45.5₁ Female 54.5₂

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